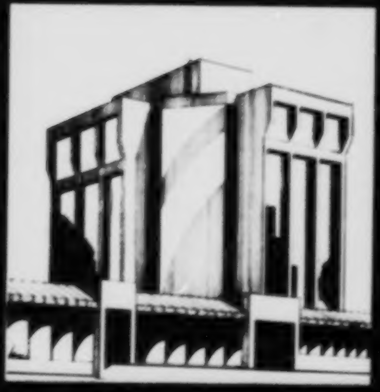
Community Emergency Planning

A HANDBOOK FOR POLICE

Hervé Tremblay



Canadian Police College

Canada

COMMUNITY EMERGENCY PLANNING
A HANDBOOK FOR POLICE

HERVÉ TREMBLAY

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Hervé Tremblay

NOTE: The views expressed are those of the author and do not necessarily represent those of the Canadian Police College or any government department or agency.

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FOREWORD

"The best laid schemes o' mice and men," wrote Robert Burns, "Go oft awry."

Plans go awry when an emergency occurs, but an emergency is simply an unforeseen event, and Hervé Tremblay's handbook for Emergency Planning helps us to make the future more foreseeable. No reader will rise above mice and men to acquire any divine vision into the future; still, serious students will find a kind of magic in the book because it shows us how to assess a situation, how to become better at playing the odds, how to foretell what is likely to happen, as well as when and where.

In management circles, the standard concept of planning has come to mean the setting of measureable objectives. Emergency planning differs somewhat from standard planning inasmuch as it anticipates the probability that events will not unfold exactly (measureably) as stipulated. The contingency planner prepares for "what if" scenarios, and this guide explains how to do just that.

Although published by the Canadian Police College, and therefore intended primarily for the benefit of police officers, it is important to note that this is more than a Police Emergency Planning Guide; it is a Community Emergency Planning Guide. There would be little point in having a Police Emergency Plan unless it was part of a broader Community Emergency Plan, and it would be pointless for a police department to plan for an emergency in isolation from other community service agencies, or in isolation from the media. Planning decisions must be collaborative decisions. We hear much talk these days of "Community-Based Policing," which is just a fancy way of describing a style of police decision making where the decisions are made in collaboration with the community. Emergency Planning, when done in the Tremblay way, is a perfect illustration of true Community-Based Policing.

Without collaboration our best laid schemes go oft awry.

Dan Ogle
Research and Program Development Branch
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ABOUT THE AUTHOR

Hervé Tremblay has twenty-three years municipal experience in both emergency planning and emergency response. He has worked for many years with the Canadian Emergency Preparedness College and, more recently, with the Canadian Police College. Since 1985, he has operated his own emergency planning consulting firm.

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Hervé Tremblay

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CHAPTER 1 PRINCIPLES OF EMERGENCY PLANNING

Definition of an Emergency

The dictionary defines the word "disaster" as a calamitous event especially one occurring suddenly and causing great damage or hardship. When one thinks of a disaster, visions appear of utter devastation with major structural damage, roads blocked with tons of rubble and casualties numbering into the thousands.

"Emergency" on the other hand is defined as an unexpected occurrence or situation demanding immediate action. By definition, it is obvious that the effects of an emergency will be much less dramatic than those envisioned under disaster conditions. The emergency can escalate from a relatively minor event, requiring a limited anticipated response, to a full scale disaster situation necessitating a total community response.

The Province of Alberta's Emergency Measures Act defines both "emergency" and "disaster." The Emergency Plans Act of Ontario refers only to "emergency" and provides the authority for emergency response irrespective of the magnitude of the event. Other provinces, where emergency legislation exists, use either term or both as is the case in Alberta.

By definition a disaster can only be a disaster, whereas an emergency can escalate to disaster proportions. This Emergency Planning Guide will refer only to emergency. The reality of emergency planning is to prepare for all eventualities and not just the disasters. We do, however, plan for the worst possible scenario so as to ensure a maximum response capability.

Therefore, the word "emergency" means:

> a situation caused by the forces of nature,
> an accident,
> an intentional act or otherwise that constitutes a danger of major proportions to life or property.

Definition of a Community Emergency Plan

A Community Emergency Plan may be defined as the vehicle through which a community mobilizes as a result of an emergency. When an emergency occurs, the normal reaction by response services is the application of resources in order to mitigate the effects. In other words, an attempt is made to mobilize and dispatch to the scene the appropriate human and material resources. A well documented community plan, one that has been integrated into the training program of first response services, and is available for use, will significantly reduce the time between impact and the application of resources. Response agencies, police forces included, tend to rely on established procedures to direct their action. Emergencies not yet thought of will obviously not have an established procedure. Agency response to the unexpected is, as a rule, delayed and sometimes inappropriate. A Community Emergency Plan, even as a result of the unexpected, will provide the appropriate response mechanism. Normally a community plan will comprise:

- **legal authority**, for action;
- **responsibilities**, of individuals and services;
- **procedures**, for implementation of the plan;
- **contingency plans**, to counter identified potential hazards;
- **resource listings**, for both government and the private sector.

Legal authority, responsibilities, and **procedures** for implementation will be adopted by council as a municipal by-law. The by-law is a policy statement respecting emergency response and cannot be altered without reference to council.

Contingency plans are developed in response to identified potential hazards within the community. The advantages of contingency planning are obvious in that:

- the hazard is known;
- the magnitude of the impact should it occur is predictable;

- specialized human and material resources requirements can be identified and arrangements for their deployment in time of need can be preplanned.

Examples of contingency plans would include potential emergencies involving radioactive isotopes, chemical or petroleum spills, flooding, ice jams, etc. These plans must be updated at least annually and because they do not form part of the by-law, may be amended by staff without council authority. All such amendments will periodically be reported to council as information.

During an emergency a **resource** is only of value if it can be quickly located and brought to the site where it is required. The preparation of resource lists is possibly the most demanding and time consuming task to be undertaken in the development of the plan. All potential sources of resources, human and material, government or private, must be surveyed and recorded with appropriate contacts on a twenty-four hour, seven days a week basis.

A Community Emergency Plan is never really complete. The most successful community plans are those which are constantly being challenged, reviewed, and amended. The community plan that is not periodically challenged and reviewed will quickly become outdated and will be found lacking when its guidance is most needed.

Principles of Emergency Planning

Planning is the thinking about, the knowledge of, and the doing of what is necessary to achieve an objective. Every level of government, small or large business, industry, all are involved in planning. Those who succeed do so because they have established their objective, plotted their direction, anticipated the required resources, contemplated potential problems and devised appropriate solutions.

The successful emergency planner recognizes that sound planning is based on the adherence to the following principles:

- Selection and Maintenance of the Objective
- Legal Authority
- Lines of Authority
- Knowledge of Resources
- Co-operation
- Foresight
- Imagination
- Concentration
- Economy

Selection and Maintenance of the Objective:- Of all the principles listed, the most important is the selection and maintenance of the objective. Without knowing what is to be achieved, development of a plan is impossible. In all cases the objective must be clear and concise. The objective of a community emergency plan might be to provide a framework upon which this community will take effective and timely action in response to an emergency. The selection of the objective having been made, all efforts must be directed toward the maintenance and attainment of the objective.

Legal Authority:- Emergency planning is not unlike other functions of government and the private sector. There are legal enactments and policies established which serve to control and limit the authority and actions prescribed in the emergency plan. Sound knowledge of provincial and local emergency planning legislation is one of the essential building blocks of an emergency plan. The emergency planner should also have a working knowledge of the special emergency powers extended to response services and agencies e.g. police forces, fire and rescue services, environment etc. This will be of particular benefit in provinces where emergency planning legislation is weak or non-existent.

Lines of Authority:- Lines of authority or the chain of command is important and must be clearly established and understood early in the planning process. In reality, there are two lines of authority to be contemplated. The first is to provide guidance and approval of the emergency plan through the development stage and support for the ongoing maintenance of the plan in the years ahead. The second is the line of authority required when under the threat of emergency or under actual emergency conditions the plan is activated. These two lines of authority, emergency planning and emergency operations should not be confused because the authority may not be exercised by the same people. An example of this is the person or persons charged with the development of the emergency plan may have a very limited emergency response role and no input in the operational decisions that must be taken.

Knowledge of Resources:- All sectors of the community have resources ranging from specialized manpower to equipment, material, supplies, facilities, fuels, and food stuffs. A thorough knowledge of available resources is essential in emergency planning. An intimate knowledge of the organization and capabilities of various emergency services and their supporting agencies will pay dividends. Volunteer organizations such as St. John Ambulance, Red Cross, the Salvation Army and service clubs like the Lions Club, Kiwanis Club and other social and community service oriented groups, can make a meaningful contribution during the emergency response and recovery phases. They should not be overlooked simply because they are volunteers.

Co-operation:- Unfortunately in our society today we find a predisposition on the part of senior administrators and service heads towards isolationism. This type of attitude does not foster co-operation and, therefore, should be discouraged. Interservice co-operation is absolutely essential to the good conduct of emergency planning and operations. A team spirit approach to emergency planning will foster co-operation and make co-ordination of the plan between all organizations simple.

Foresight:- Planning is always concerned with future events, e.g., population shifts, industrial park expansions, new developments or industries, all of which mean changes. Forecasts of these future events provide the planner with information upon which planning decisions can be reasonably based. It is, therefore, important that these forecasts be as accurate as possible. Thus, by the use of foresight, new potential hazards can be identified, a concept of operations can be developed, requirements can be estimated, timings and actions can be anticipated, problem areas foreseen, and plans adjusted accordingly.

Imagination:- Imagination tempered with common sense will be required to get maximum use out of available services and agencies, while at the same time, eliminating much of the duplication of effort. Imagination and foresight will both be required in the make-do situation where a required resource is needed but not available and a substitute must be found. Here the effective use of imagination could save valuable time and effort.

Concentration:- This principle as applied to emergency planning means the massing of available resources, particularly with regard to the elements of time and manpower, to achieve the end result which is the emergency plan. It also means having resources so disposed that the maximum effort may be achieved with the force available in the minimum of time.

Economy:- In this instance economy means the establishment of a balance between human and other resources against the task to be accomplished and committing only sufficient resources to get the job done. Here again, foresight, imagination, and common sense go hand in hand with economy.

Any successful emergency planner will tell you that he or she must do more than bring forth ideas. The planner must make his or her ideas effective and direct the plan through to a successful completion. Adherence to the principles outlined in this section will assist the planner in reaching the main objective which is the adoption by council of a community emergency plan.

REMEMBER

Emergency means: - a situation caused by the forces of nature, an accident, an intentional act or otherwise that constitutes a danger of major proportions to life or property.

A Community Emergency Plan is a means of mobilizing a response and comprises:

Legal Authority

Responsibilities

Procedures

Contingency Plans

Resources

The Principles of Emergency Planning are:

Selection and Maintenance of the Objective

Legal Authority

Lines of Authority

Knowledge of Resources

Co-operation

Foresight

Imagination

Concentration

Economy

CHAPTER 2 WHAT TO INCLUDE IN YOUR PLAN

The Community Emergency Plan - Getting Started

Organization:- Chapter One outlined the principles of emergency planning and the most important principle is selection and maintenance of the objective. Therefore, the person who has assumed responsibility for development of the plan should first establish what the objective is and what steps will be necessary to achieve the objective. Some thought should also be given to how response to a major emergency will be controlled. With these concepts in mind, the plan co-ordinator is now ready to put into place the line of authority necessary for the development and approval of the plan.

The plan co-ordinator, before proceeding further, must initiate the following four steps:

1. Obtain from Council a resolution authorizing the plan co-ordinator to proceed with the development of the community emergency plan. The need for this authority will become obvious when the plan co-ordinator begins to interview departments and agencies of the municipality. Some members of Council may not be convinced that the need for the emergency plan exists. Therefore, be prepared to justify the need. Remember that Council is the ultimate authority for policy, funding, and approvals.

2. Interview response agencies, e.g., fire, public works, health, etc. The plan co-ordinator must understand the role of each agency, their responsibilities, strengths, and limitations. Prior to conducting these interviews, it is advisable to determine what information is required, then prepare a list of questions to be answered.

3. Establish Committees which will include a committee of staff to be known as the Emergency Planning Committee, and possibly a second committee of elected officials to be known as the Special Committee of Council on Emergency Planning.

4. Open the channels of communication from council down through departments, agencies, and the public at large. Now is the time to establish a working relationship with the media, not during the emergency.

A lack of attention paid to any one of these four items will make the planning task much more difficult. In some instances, this has led to significant delays in the completion of the plan.

The ultimate authority for overseeing the development of and granting final approval to the community emergency plan is the municipal council. Council must be provided with progress reports on a regular basis and if necessary, its advice sought or a decision requested on emergency response procedural differences or policy issues.

The establishment of a special committee of council on emergency planning is optional. If the plan co-ordinator is comfortable dealing directly with council as is the case with a small municipality, then a special committee may not be necessary. Conversely, a large multi municipal environment will require a special committee of council. The benefits are that the plan co-ordinator has a small interested and dedicated team of elected officials who are conversant with the issues and can speak intelligently on the subject at council. The ongoing support needed in the months and years ahead for the maintenance of the plan is also assured. The plan co-ordinator will be the principal spokesperson at all meetings of the special committee.

The Emergency Planning Committee will be chaired by the plan co-ordinator. This committee is responsible to provide expert guidance to the plan co-ordinator on all aspects of emergency response activities.

Membership on this committee will be restricted to senior personnel from emergency response services and support agencies. Members will have many years experience in their respective fields and will possess a sound knowledge of their operational roles, procedures, resources, and have the authority to make decisions on behalf of their department or agency.

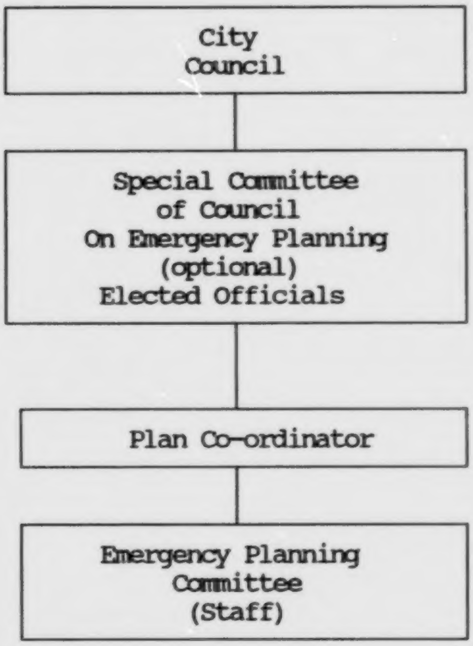
A planning committee with a very large membership will be slow moving and cumbersome. Conversely, a small committee will not be effective because it will not be representative and will lack the required expertise. A balance can be achieved with the recognition that not all services and/or agencies need be represented on the committee at one time. Some services or agencies need only be present when items in their field of expertise are being discussed. The plan co-ordinator, in order to have this flexibility, must have the authority to determine who of necessity will attend all meetings of the committee, and which service or agency will attend by invitation only. However, this option should be tempered with the widest possible circulation of the minutes.

One other consideration to be made at this time is the need for a budget to meet the clerical, printing, reference material etc. costs to develop the plan. Other capital and non capital acquisitions identified in the plan will be budgeted for at a much later date.

The first meeting of the Emergency Planning Committee will be to inform the members of the proposed timetable and procedural arrangement for the completion of the plan. In addition, the objective and concept of emergency operations will be formally adopted. The objective, concept, and budget can then be confirmed by the special Committee of Council.

Having completed tasks one to four, the plan co-ordinator can start dealing with issues, finding solutions, and generally getting on with the development of the plan. At this point, a community vulnerability analysis may also begin in parallel with the community emergency plan.

Community Emergency Plan
Developmental Line of Authority
Organization Chart


City Council
Special Committee of Council On Emergency Planning (optional) Elected Officials
Plan Co-ordinator
Emergency Planning Committee (Staff)

A vulnerability analysis is conducted in order to identify and examine potential hazards within the community. The analysis will provide information on:

- the complexity and magnitude of the hazard;
- the need for specialized expertise;
- the type and quantity of resources needed.

The Community Emergency Plan comprises two main components. The first component is the by-law which establishes the mechanism for emergency response, and the second component consists of specific contingency procedures and resources. Should the need arise, the by-law component alone will enable a community to effectively respond to an emergency.

The detailed vulnerability analysis described in Chapter 3 will already be underway. The more obvious areas of hazard, like those associated with chemical or petroleum storage and transport, will be known to emergency services. This is the reason plan development and vulnerability analysis can be done simultaneously. Specific contingency procedures will be prepared later based on the results of the analysis.

The Plan - Part 1

Legislation:- There must be a legal basis for the power that a municipality wishes to exercise under the emergency plan. If the province in which your municipality is located has established wide ranging authority under declared emergency conditions, then a legal basis exists for such powers at the local level. Conversely, if provincial emergency legislation is weak or does not exist, then very limited emergency power can be exercised by the municipality. Provincial legislation will specify what authority under emergency conditions can be exercised by a municipality. The type of authority referred to may include such areas as the right of entry into buildings or on any land without warrant; forced evacuation of people; control or prohibit travel within a defined geographical area; cause the demolition of structures, trees, or crops.

A review of existing provincial enactments must be made by the Emergency Planning Committee. It is prudent to invite a representative of the municipal legal service to join in the legislative review. He or she will be able to advise the committee on existing legal authority under declared and nondeclared emergencies. Municipal services and agencies already have in existence laws and regulations that are suitable for emergency use. Authority that cannot legally be placed in the by-law may already exist under the powers granted to one individual service or agency. References to provincial, county, or regional legislation will be included in the municipal by-law.

Roles:- The management of an emergency is accomplished through people who have been assigned roles. Engineering, fire, health, and police are all roles to be assumed during an emergency. The majority of these roles can be readily identified.

Other roles that are not so easy to assign include the Operations Centre Manager, the Emergency Site Manager, and the Emergency Communications Co-ordinator. The need for these and other role players will become apparent as the plan develops. Be prepared to discuss openly and frankly not only the role itself but who the best qualified and most available person is to assume the role. Failure to do so will lead to duplication, confusion, jurisdictional disputes, and generally an inefficient management of the emergency.

Assigned roles will be detailed in the by-law portion of the plan under the heading Definitions, and might appear as:

> "Chief of Police" means the Chief of Police
> of the Corporation of the City of Shebodan.

Responsibilities:- The traditional day to day responsibilities of recognized response services will not significantly vary under emergency conditions. However, they do need to be restated in the plan. A police force, during an emergency, will still control traffic, investigate criminal activities, protect public and private property. The reality is that the area of the municipality not involved in the emergency must continue to receive police protection. At the same time, they must extend maximum effort in response to the emergency. In the case of a major emergency, these activities will tax even the most resourceful of services.

During an emergency there is a requirement to provide services which do not come within the mandate of any one particular service or agency. You can be assured that registration of evacuees and inquiry services, emergency feeding, clothing and lodging will cause real organizational and jurisdictional problems. The key to success lies in the Plan Co-ordinator's ability to select the appropriate service or agency that has the initiative and resources to follow through.

Response to an emergency at Ottawa International Airport is a prize example where delays and confusion could result from the presence of numerous community services and agencies. The airport boundaries extend into two municipalities. Approximately two-thirds is located in the City of Gloucester. The remaining one-third is located in the City of Ottawa. Ottawa International operates under the authority of Transport Canada. Canadian Forces Base Ottawa (S) is also located at the Airport. The military is under contract to Transport Canada to provide fire protection for aircraft using the runways. On the other hand, fire protection for buildings and other facilities is provided by either the City of Ottawa or the City of Gloucester, depending on the location of the fire.

A small R.C.M.P. detachment is located at the airport and is responsible for parking and traffic control measures. The threat or act of air piracy/hijacking or terrorism is also the direct responsibility of the R.C.M.P. They do not take the lead in other types of criminal investigations, apprehensions or prosecutions. These are turned over to either Gloucester or Ottawa City Police Forces for action.

Under normal circumstances there are no real problems. Areas of jurisdiction are generally recognized and respected by all parties. Jurisdictional disputes will arise under simulated or actual emergency conditions when community resources in both manpower and equipment are required. Airport officials have an Emergency Operations Centre (E.O.C.) and a mobile site Command Post ready to lend direction and support in the event of an airport emergency. The area municipalities and Regional Government also have an E.O.C. and a mobile site Command Post. With numerous Emergency Operations Centres and site Command Posts being activated, it is sometimes difficult to establish who is in charge. Transport Canada views a situation at the airport as under their jurisdiction.

The area municipalities who must provide a community response are adamant that as long as community resources are being committed in major proportions, municipal authority will prevail. Just to compound the problem, should the emergency be one involving military facilities or aircraft, then control will emanate from the military authorities.

Although complex, this was not an insurmountable problem to overcome. Once the channels of communications were opened, areas of dispute were resolved. It is important to remember that there has never been a jurisdictional dispute that could not have been resolved had it been identified and mediated in advance.

Procedures for Implementation

This part of the by-law sets out the mechanisms for emergency response. It begins with a statement on the Objective, establishes the Operations Control Group, places responsibilities with municipal departments and support agencies, and confirms the lines of authority.

The mechanism for emergency response is a statement of policy from council describing the circumstances, the authority and the process for activating the plan. Municipal fire, police, and engineering are first response agencies and will have the authority to activate the emergency plan. Council will also designate the officials of the municipality who will be responsible for exercising control and to give direction on behalf of council during the response and recovery phases of the emergency. These designated officials will form the nucleus of what is known as the Emergency Operations Control Group (E.O.C.G.). The presence on the E.O.C.G. of the head of council is mandatory. During his or her absence, an alternate must be selected from council. Decisions pertaining to a formal declaration of an emergency can only be taken by the head of council. Decisions taken by other members of the E.O.C.G. such as evacuation orders, expenditures of large sums, must be confirmed by the Mayor or Reeve.

To be effective, the E.O.C.G. requires a meeting place, a number of rooms known as the Emergency Operations Centre (E.O.C.). Ideally, the E.O.C. will comprise:

- an Operation area, with telephones, desks, and area maps. The members of the Emergency Operations Control Group will operate from this room.
- Communications Centre, equipped with service and support radios as well as fax or teletype equipment.
- a Media Centre where the Mayor and Public Information Officer can meet with and brief the media.
- other areas required to complete the E.O.C. will include a cafeteria or lunch room, rest area for members of the E.O.C.G. and support staff, and possibly sleeping accommodation.

The E.O.C. should be located in a municipal facility where, in addition to the above, security can be established and administrative support is available.

A secondary or alternate E.O.C. location should be designated. Under no circumstances should the E.O.C. be located at the emergency site. Refer to Appendix 1 - The Emergency Operations Centre.

Successful emergency operations demands a free flow of timely and accurate information between the Operations Control Group and the emergency site. For this reason, council will want to be satisfied that the person, service or agency charged with this responsibility has the necessary qualifications, experience and resources necessary to undertake the task. They will also want to be certain that the authority vested with the Site Manager will be accepted by other response services and agencies.

It must be recognized that there can only be one person in charge of the emergency. That person, at the outset, must establish his or her authority over all emergency response activities. This does not mean that the Emergency Manager is going to tell response services how to do their jobs. Emergency management will ensure co-ordination of effort, mediate differences between response services, and establish priorities for action and resource allocation.

The selection of an Emergency Manager can be done in one of two ways. The appointment can be made by Council on a permanent basis. Irrespective of the type or magnitude of the emergency, the same person will always be responsible to provide emergency management. This method is popular, especially in the small rural municipalities. In some instances, the fire department is the only local twenty-four hour municipal emergency response agency. Under these circumstances, it is logical that the Fire Chief or alternate receive a permanent appointment.

The other option opened to Council is to make provision in the by-law for the appointment to be made from among the members of the Operations Control Group. Selection of the Emergency Manager is based on the service or agency which is most likely to have the greatest involvement and legal responsibility in the handling of the emergency. This method has the advantage of continuity between the E.O.C. and site command. If for example, the Police Chief is placed in charge of the emergency, then site management will also be provided for by a senior police officer.

A clearly identified and well equipped mobile command centre is essential if the Site Commander is to be effective. The centre should be a self-propelled, self-contained unit of sufficient size to accommodate essential communication facilities, a small operations room with access to resource lists, area maps etc. and a small conference briefing room. A power generator to supply the Centre's electrical needs is also essential. Refer to Appendix IV - Organizing the Emergency Site

The Plan - Part 2

Part One of the plan established policy, provided the necessary authority for action, identified roles and assigned responsibilities. Part Two will describe how and by what means municipal and other community services and agencies intend to proceed with their assigned tasks.

Emergency procedures should be simple and related to functions. A complicated emergency procedure will only cause confusion and delays in implementation. All key players named in the procedure should have an alternate. If key personnel are unavailable, and alternates have not been named, the effectiveness of the procedure is impaired.

The sample of emergency procedures which follows is intended only as an indication of the type of information necessary. It is not to be assumed that this is the only way to proceed.

City of Shebodan
Emergency Procedures

Name of Service/Agency

General

The overall plan objective should be restated with an explanation of the role of the service/agency in a major emergency.

Warning

Included here will be the process to initiate the procedure. How the warning will be received and from which service. The service/agency fan out system will be detailed. A list of key staff will be included with day and night telephone numbers, pagers, etc. This is an excellent opportunity to make use of diagrams or schematics.

Method of Operation

Briefly describe how emergency response will take place e.g. who responds to the site, who takes charge of the Operations Centre etc.

Responsibilities

The type of service normally provided will dictate whether or not an individual's emergency role and responsibility will change. The role and responsibilities of fire, police, and ambulance services will not alter under emergency conditions. Personnel within the administrative support services of the municipality will need some change in their role under emergency conditions. Staff within these departments might be required in support of other operational services, e.g. provide clerical support to the E.O.C., answer telephones etc. These emergency roles and responsibilities will be assigned here. In operational departments, special individual assignments will need to be detailed e.g. who reports to the E.O.C., who reports to the Site Command Post, who moves command vehicle to the site etc.

Resources

All resources under the direct control of the service/agency that could be made available in response to an emergency will be listed and attached to this procedure.

Contingency Plans:- Contingency plans are prepared in order to provide a unique or special type of emergency response. An emergency caused by a toxic chemical spill, a petroleum storage facility fire, a transportation accident involving radioactive isotopes are examples. Each of these incidents will require a specialized type of response. A contingency plan might also be prepared to supply the transportation needs resulting from the evacuation of a hospital or home for the aged. Contingency plans are also called Specific Contingency Emergency Procedures. A contingency plan may be implemented in response to an emergency without activating the Community Emergency Plan. Should the incident escalate beyond the capabilities of the response services, the community plan will be activated.

The following is an example of how the City of Shebodan might prepare a contingency plan in relation to an incident involving radioactive materials.

City of Shebodan

Contingency Plan For

Incident/Accident Involving Radioactive Material

General Information

The following plan was prepared in co-operation with representatives from Atomic Energy of Canada Ltd., Atomic Energy Control Board, and Presbyterian University. This plan is intended to aid ambulance, fire, and police services who will have to respond to an incident/accident where radioactive materials are involved. Upon being notified that a radiation emergency has occurred, Atomic Energy of Canada Limited will immediately dispatch a Radiation Surveyor to the scene. On arrival, the Surveyor will take charge of the scene. It should be noted that incident/accident refers to both structure fires and traffic mishaps.

The plan has now identified the main players, established the objective, and provided for the required site management.

Transportation Mishaps

The potential hazards of both road and rail mishaps will be outlined. The use of the trefoil as an international symbol for radiation will be noted. The regulations regarding the type, size and location of labels, placards and shipping documents will be described. Finally, a list of things to do at the scene by the first response service prior to the arrival of the Radiation Surveyor.

Action by Police/Fire

Here the first response agency dispatcher will be assigned the responsibility for alerting and requesting the assistance of Atomic Energy of Canada Limited. Other key personnel and emergency response services such as the Atomic Energy Control Board, the ambulance service, or the closest hospital will also be alerted by the dispatcher.

Structure Fires

A brief outline of where radioactive isotope might be used e.g. hospitals, clinics, industry etc. A priority list of things to do and who to notify is included here.

Atomic Energy of Canada Limited

The responsibilities assigned to Atomic Energy of Canada Limited will be detailed here along with their procedures for response to a radiation incident.

Emergency Telephone Numbers

All key personnel, services or agencies who for one reason or another must respond to a radiation emergency, will be listed here. Federal and Provincial Government Legislation requires the presence of their representative at the site of any radiation emergency. Included here will be Atomic Energy Control Board, Transport Canada, Ministry of Health, Ministry of Environment, and others. Names and telephone numbers for these special contacts will be listed along with those normally associated with an emergency response.

Labels and Placards

In an appendix, include a reproduction of the actual labels and placards. Alongside each describe what they mean and when they are used.

Resources

In a second appendix, compile a list of special resources related to a radiation emergency. Where to find high or low range radiac instruments, a vehicle decontamination unit, or a whole body scanner, will be among those seldom used but necessary items to be listed.

Resources:- "Krow your resources" is a key phrase in emergency planning. The quotation implies a knowledge of all resources available within a community. Chapter Four will elaborate on all facets of identification, correlation, and allocation of community resources. It is sufficient to state here that care must be exercised in compiling the resource inventory to ensure that all avenues of potential sources are explored and recorded. Failure to do so will result in long delays while someone tries to locate a needed resource.

REMEMBER

Before YOU begin development of the Community Emergency Plan YOU must:

1 - obtain authority
2 - interview response agencies
3 - establish committees
4 - open channels of communications

The Community Emergency Plan is divided into two parts:

Part 1 is POLICY, as established by Council;

Legislation

Roles

Responsibilities

Procedures for Implementation

Part 2 is POLICY IMPLEMENTATION;

Department/Agency Emergency Procedures

Contingency Plans

Resources

CHAPTER 3 HOW VULNERABLE IS YOUR COMMUNITY?

Canada's Vulnerability to Emergencies

Canadians, as never before, are concentrated in small and large communities. Their dependence on modern technology has served to increase both the effects and frequency of major emergencies. Canadians are beginning to realize that emergencies do happen here and demand that they be cushioned against the resulting unexpected losses. When that cushion is not there, they want to know why. One way to lessen the effects of a major emergency is to reduce damages through an effective co-ordinated emergency response. An effective emergency response is possible only when a well thought out and tested plan is in place. Knowledge and an awareness of all potential natural and man-made emergencies is the key to an effective emergency plan.

Canada's vulnerability to a variety of natural and man-made emergencies is best illustrated in the following list. This list, as prepared by Emergency Preparedness Canada, is not exhaustive.

Examples of Emergencies:

Crop disease/blight
Livestock epidemic
Human epidemic
Wild animal disease
Forest disease/blight
Other disease/blight (on land)
Starvation of animals
Infestation by insects
Infestation by animals
Endangered species
Fisheries emergency
Pollution - air, land, or water
Blizzard

Sleet/freezing rain
Hail
Frost/freeze-up
Cold wave
Drought
Dust storm
Flood (excluding dam burst)
Torrential rain
Prolonged precipitation
Hurricane/high winds
Tornado
Severe thunderstorm
Fog
Heavy seas
Ice Jam
Avalanche
Landslide/mudslide
Earthquake
Tidal wave (tsunami)
Volcano
Magnetic storm
Sunspots
Meteorite
Satellite crash/threat
Forest/bush fire
Grass fire
Other fire
Power failure
Dam burst
Explosion (except bomb)
Mine accident
Nuclear reactor accident
Structural collapse
Nuclear waste accident
Hazardous material disposal accident

Hazardous material accident in transit
Other transportation accident - road, rail, air, or water
Lost people
Air piracy/hijacking
Arson/attempted arson
Assassination (or attempt)
Bomb/bomb threat
Civil disorder/disturbance/riot
Insurrection/planned or real
Sabotage
Strike
War/threat of war
Miscellaneous crime
Economic emergencies
Protection of essential systems
Complex urban and industrial emergencies

Conducting a Community Vulnerability Analysis

A community vulnerability analysis is conducted in the early stages of the plan development. This may take anywhere from eight weeks to one year depending on the size of the community to be surveyed and the number of people assigned. The vulnerability analysis must be conducted, and when completed, will provide the plan co-ordinator and the Emergency Planning Committee with a realistic overview of the potential emergencies within the community. The analysis will also assist in determining:

- the complexity, magnitude and degree of agency involvement in the preparation of the plan;
- the response agency who will have the greatest involvement;
- the specialized expertise required in response to a specific type of hazard;
- the type and quantity of resources needed.

A conscientious and systematic approach when conducting the community vulnerability analysis will not only identify the potential hazards, but will also assist in establishing planning priorities, contacts, and resource lists.

The purpose of this Chapter is to provide the reader with a set of guidelines to assist in the conduct and evaluation of potential hazards within a community.

Definition:- A vulnerability analysis may be defined as the systematic collection and analysis of past and present data relating to natural and man-made emergency events. The purpose is to establish a basis upon which the frequency and magnitude of future emergency events may be predicted.

Preparation:- The analysis of the vulnerability of a segment of the population to a given hazard requires the collection and evaluation of data. Such data will include population information in very general terms; type and location of important industries or industrial parks; type and location of transportation facilities; meteorological, geographical and natural features of the area as well as adjacent areas. Information on past emergencies is also needed in order to estimate the likelihood of future events.

Population:- A concern for the welfare of the population is the underlying reason for conducting the vulnerability analysis. A description of the population in the area at risk is required. The following information is needed:

- number
- distribution
- habitat
- seasonal variation

Industries:- Information on major industries must be gathered and considered from two perspectives. The first would determine the economic effect their loss would have on the community. The second would be the potential hazard, due to the process, or end product. The following information will be required:

- size, both monetary and physical
- location, in relation to populated areas
- number of employees
- hazardous products used in production
- methods of storing and shipping hazardous products
- seasonal variations
- history of emergencies

Transportation:- The various transportation systems may constitute an important economic life line to the community. Transportation systems are also major hazards due to the mix of hazardous materials transported with the risk of accidents, product leaks, or spills. The type of information to be gathered would include:

- types of systems (road, rail, air, water)
- location of terminal or storage facility
- types of hazardous cargoes carried
- procedure for handling and/or rerouting cargoes
- traffic density
- essential goods carried to area
- seasonal variations
- history of emergencies

Topography:- It is important to know and understand the topography of your community when evaluating natural hazards and their effects. The features that should be noted include the characteristics of costs, rivers, lakes, mountains, valleys, and plains. Local weather patterns will give an indication of the potential for floods, ice jams, droughts, hurricanes, etc.

Historical Records:- Historical records of emergency events should be studied and evaluated in an attempt to establish a pattern of timing, frequency, duration, and effects. Effects should be measured in terms of type and extent of physical damage, injury, or loss of life. What were the economic effects? How well did the community respond to the emergency? What was the time duration to full recovery? Historical records may not be complete in terms of the above requirements and some assumptions may have to be made.

Evaluation Method:- To obtain a broad picture of hazardous potentialities, it is necessary to make estimates on the likelihood of emergency events. The degree of accuracy will ultimately depend on the availability of records, the depth to which research is conducted, and whether the event under consideration is one of nature or man-made.

When evaluating a phenomena of nature, a pattern of magnitude and frequency will emerge and estimates of future occurrences can be made. Over a period of time, nature remains fairly constant. Records of past years will give a fair indication of what can be expected in the future.

Man-made emergencies are the result of human error. The frequency of events resulting from human error cannot be easily measured or predicted. Even if the frequency for human error is estimated, the effects of an error vary dramatically with the circumstances in which it occurs. A major factor here is the technology being employed. New and more sophisticated manufacturing processes and transportation systems do not necessarily mean less risk; rather, they tend to increase the magnitude of the emergency event. The unpredictability of human error, and the variables involved in the consequences, make the study of past records somewhat frustrating. This does not mean that records of man-made emergencies should be ignored. In the absence of anything more reliable, past experiences are all that we have.

Evaluation Procedure:- Vulnerability analysis begins with a report on the background of the community. A description of the geographic, demographic, economic, and industrial features, will be included. The result is to expose areas of the community that may be at risk.

Meteorological records with past extremes highlighted will provide a guide to the type of natural emergency event that can be expected. This information will be supported by suitably marked maps showing such features as flood prone areas, dam sites, and suspected industrial areas, etc.

There are three basic approaches to establishing hazardous vulnerabilities of a community. They are historical records, analogy, and industrial survey.

> Historical records of the past relating to natural and man-made emergencies are reviewed to determine what the experience of the community has been. Some of the sources will be found at local government offices, newspaper files, utility companies, meteorological stations, and from interviews with long time residents.
>
> The analogical method entails a review of hazard analysis completed by other like communities. The results are then transferred with necessary changes made to your community. Sources must be found in archives or other communities.
>
> The industrial survey method involves a survey of all industrial areas within the community and will include transportation routes for hazardous materials. Information sources include local planning, utility departments, transportation companies, and local industry.

Where feasible, all three methods should be employed. The historical record is the ideal method to employ when establishing the natural environment hazards. The industrial survey method will be used to determine the type and amount of industry existing within the community. The evaluation of industrial hazards must be undertaken by an expert in the field, otherwise, the result will be questionable and of little value. Vulnerability analysis completed in comparable communities should be obtained and used to reinforce your findings or to open new avenues of hazards not contemplated.

To begin, complete Form "A". This form will serve to identify those hazards which are applicable to your community. It is a good idea to have each member of the Emergency Planning Committee complete Form "A". The results can be compared and areas of disagreement can be resolved at the planning committee level. This is the best method of determining what does or does not constitute a hazard to the community.

FORM "A"

COMMUNITY EMERGENCY VULNERABILITY RATINGS

Name of Community: ______________________________ Date: __________
Name: __________________________________ Position: ______________

Rate the probability of the following events occurring in this Community within the next decade. Please rate them in terms of the following six point scale by circling the appropriate number:

0 - Not applicable	3 - Moderate probability
1 - Not probable	4 - High probability
2 - Low probability	5 - Nearly certain

AVALANCHE.	0	1	2	3	4	5
BLIZZARD OR MASSIVE SNOW STORM	0	1	2	3	4	5
CHEMICAL CONTAMINATION OR SPILL.	0	1	2	3	4	5
DAM BREAK.	0	1	2	3	4	5
DROUGHT.	0	1	2	3	4	5
EARTHQUAKE	0	1	2	3	4	5
ELECTRIC POWER BLACKOUT.	0	1	2	3	4	5
FLASH FLOOD.	0	1	2	3	4	5
FOREST OR BRUSH FIRE	0	1	2	3	4	5
FREEZING ICE STORM	0	1	2	3	4	5
HURRICANE.	0	1	2	3	4	5
MAJOR FROST AND FREEZE	0	1	2	3	4	5
MAJOR GAS MAIN BREAK	0	1	2	3	4	5
MAJOR HAIL STORM	0	1	2	3	4	5
MAJOR INDUSTRIAL EXPLOSION	0	1	2	3	4	5
MAJOR WATER MAIN BREAK	0	1	2	3	4	5
MAJOR AUTOMOBILE WRECK	0	1	2	3	4	5
METEORITE FALL	0	1	2	3	4	5
MINE DISASTER.	0	1	2	3	4	5
MUD OR LANDSLIDE	0	1	2	3	4	5
OIL SPILL.	0	1	2	3	4	5
PIPELINE EXPLOSION	0	1	2	3	4	5
PLANE CRASH IN COMMUNITY	0	1	2	3	4	5
RADIATION FALLOUT.	0	1	2	3	4	5
RIVER FLOOD.	0	1	2	3	4	5
SAND OR DUST STORM	0	1	2	3	4	5
SEVERE FOG EPISODE	0	1	2	3	4	5
SHIP DISASTER IN HARBOUR OR NEARBY COAST	0	1	2	3	4	5
SMOG EPISODE	0	1	2	3	4	5
CHEMICAL OR RADIOACTIVE WASTE DISPOSAL PROBLEM	0	1	2	3	4	5
TORNADO.	0	1	2	3	4	5
TRAIN DERTAILMENT.	0	1	2	3	4	5
TSUNAMI OR TIDAL WAVE.	0	1	2	3	4	5
VOLCANIC ERUPTION OR FALLOUT	0	1	2	3	4	5
WATER POLLUTION.	0	1	2	3	4	5
WATER SHORTAGE	0	1	2	3	4	5

Potential hazards identified on Form "A" and agreed to by the Emergency Planning Committee will now be evaluated using Form "B", Community Emergency Vulnerability Analysis. The results will establish the high and low potential for major emergency events by type and will indicate where emergency planning priorities should be focused.

The following is intended as a guide to aid in the completion of Form "B:. If a hazard has or could occur in or around the community, it is given a rating in accordance with the following scales:

Historical (Column 1)

1 - One or two occurrences, slight damage, few persons involved, few problems easily handled

2 - Few occurrences, minor damage, more persons involved, some difficult problems, minor expense

3 - Several occurrences, some major damage, many persons involved, several problems, major expense

4 - Frequent occurrences, very heavy damage, large number of victims, many problems, heavy expense

5 - Frequent occurrences, very heavy damage, large number of victims, many complex problems, very large expense

Note: If a specific hazard has never occurred in the community, leave the historical column blank.

Change of Condition (Column 2)

The rating in this column varies from minus three (-3) zero (0) to three (3). It is a measure of the influence of changes in conditions on the historical rating. If no relevant changes have taken place, the rating is zero (0), increasing to three (3) in cases where major changes have made the community more susceptible to a hazard than indicated in column (1). Similarly, a rating down to minus three (-3) would indicate that changes have alleviated the risk of a hazard.

Effects from Other Areas (Column 3)

Rating varies from zero (0) to three (3) indicating from none to a high effect on hazard potential.

Lack of Ability to Cope (Column 4)

Ratings from zero (0) up to three (3) in a community itself, and the other closer communities, do not have the ability to cope with the effects of a potential hazard. A rating of three normally indicates a lack of equipment, material, or expertise with which to respond.

The sum of the ratings (column 5) will be used as a basis for the assignment of planning priorities (column 6) to various potential hazards.

A community Emergency Vulnerability Analysis for the City of Shebodan may be found in Appendix II.

FORM "E"

DATE ____________

COMMUNITY EMERGENCY VULNERABILITY ANALYSIS

MUNICIPALITY ____________

	RATING FOR POTENTIAL*					
POTENTIAL HAZARD	Historical (1)	Change in Conditions (2)	Effects from Other Areas (3)	Lack of Ability to Cope (4)	Sum of (1) to (4) (5)	Planning Priority (6)

* Rating to be entered in column (1) is based on a scale ranging from 0 (no potential) to 5 (high potential) based on historical evidence.

Rating in column (2) is based on a scale ranging from -3 (great improvement) through 0 (no improvement) to +3 (deterioration) from historical records.

REMEMBER

A Vulnerability Analysis may be defined as the systematic collection and analysis of past and present data relating to natural and man-made emergency events.

A Community Vulnerability Analysis can be conducted in parallel with the development of the Community Emergency Plan and has the advantage of identifying:

- Hazard
- Type of Expertise
- Resources

Considerations:

- Population
- Industries
- Transportation
- Topography
- Historical Records

Three basic approaches to evaluation:

- Historical Records
- Analogical
- Industrial Survey

CHAPTER 4 KNOW YOUR RESOURCES

During an emergency a resource is only of value if it can be quickly located and brought to the site where it is required. The key to success in this area is to prepare and maintain a listing of all resources available within the community. The preparation of a resource inventory is possibly the most demanding and time consuming task to be undertaken in relation to the community emergency plan. Names, telephone numbers, quantity and type of resources are always in a state of flux. The emergency plan will need to be updated annually. A resource inventory is in constant need of change in order to maintain accuracy.

Small communities can use a manual system to record and maintain resource lists, but communities with a population over 75,000 will need some form of automated computerized emergency information system. Substantial cost savings and increased productivity will result from a computerized package.

It should be clearly understood that all of the effects and demands resulting from a major emergency event cannot be anticipated. For this reason, every effort must be made to ensure that the resource inventory is as complete as possible.

Types of Resources

Response to a major emergency will require the allocation of both human and material resources. Of the two, the one of greatest importance is human resources without which plans cannot be implemented, services cannot be provided, and co-ordination will not take place. Human resources include not only the normal municipal work force but anyone capable of contributing to the emergency response and recovery phases.

The first step is to identify a potential hazard through a community vulnerability analysis. The second step is to identify the human resource requirements. For example, the City of Shebodan has a potential hazard resulting from the transport, storage, and use of chemicals. The human resource required, in this instance, will be the local chemical engineers, chemists, and Transport Canada's Emergency Information Centre. The same applies to all other areas of potential hazards. If the hazard exists, then the expertise to deal with it also exists, usually within the community.

The plan co-ordinator will also need to consider the need for human resources for other than direct response use. Relocation centres may have to be manned and volunteers will have to be employed in a variety of centre related tasks, e.g. registration and inquiry, feeding, clothing, counselling, etc. Volunteers can also be used to provide other necessary services such as support communications, security, or flood watch patrols. Do not discount the contribution that volunteers are prepared to make in support of emergency operations. Municipalities who regularly use volunteers under emergency conditions do so only after a realistic assessment of their capabilities and a mechanism for their utilization and control has been put in place. The role and responsibilities of the volunteer or volunteer agencies are clearly enunciated in the community plan.

A listing of equipment, supplies, and facilities are the three broad categories of material resources needed to complete the resource inventory. A sound knowledge of these resources held within the community and surrounding communities is mandatory. The plan co-ordinator will need to know where to find everything from band-aids to heavy cranes and from portable toilets to large capacity relocation facilities.

The gathering of resource information is best delegated to the members of the Emergency Planning Committee. The City Engineer is made responsible for providing a list of all engineering equipment and supplies. The Medical Officer of Health will provide all health related resources. The Commissioner of Parks and Recreation will compile a list of all potential relocation centres etc. The plan co-ordinator will then correlate the information provided and produce the resources directory. Updates to the directory are provided by members of the Planning Committee and made by the plan co-ordinator.

When gathering information on the location of resources, one must ensure that all sources are recorded. This is necessary because resources are also vulnerable and may be lost due to the impact of the emergency. If alternate sources have not been identified, a needless delay or do without situation will result. Remember also that material resources are consumed during the emergency and an ongoing supply must be available. Human resources, after a period of operational time, must be relieved and other personnel replacements made available.

Know Your Resources

In terms of access, resources come under two general headings: those that are under the direct control of the municipality and those that are held by other levels of government, industry, and the private sector. The severity and duration of the emergency response and recovery phases will be significantly reduced through the intelligent application of resources.

To begin with, a knowledge of the type, quantity, and location of municipally owned resources can, through their timely allocation, make a significant contribution to the response and recovery phases. Each municipal department or agency will prepare a list of human and material resources that could be made available. Department Heads, when preparing a departmental resource list, should keep in mind that not all of their resources can be committed to emergency response. Other non-affected areas of the municipality must continue to be served, e.g. police and fire must continue service to those non-emergency areas.

All departments within the municipality can provide resources in support of emergency operations. The Clerks, Finance, Personnel, Legal, and Planning Departments, if not already committed under the community plan, have a tremendous human resource potential and should be exploited.

Authority and procedures for the allocation of municipal resources will be included in the community plan.

The delivery of some municipal services is very often provided by either a County or Regional Government. Under these circumstances, the resource inventory will include a County or Regional resource list. The community plan will describe the conditions under which they will be released.

Provincial and Federal Government Ministries such as Natural Resources, Environment, Fisheries, or Public Works to name a few, can be an important source of resources. A close co-operative working relationship established now will pay dividends under emergency conditions. It is important to know who the contact people are and how to obtain the emergency release of resources held by these Ministries. Here again resource lists can be obtained from these resident Ministries and included in the community resource manual along with the procedure and conditions under which they may be committed.

Please note:- If a municipality is contemplating the use of provincial or federal personnel or resources in the emergency planning and response process, provincial authority to do so must be obtained.

The Red Cross, Salvation Army, St. John Ambulance, church groups, and community service clubs all have one thing in common, they are all dedicated to providing a service to the community. These volunteers are well organized, disciplined, and willing to accept direction.

The ability to communicate under emergency conditions is possibly the single most important contributing factor to the success or failure of emergency operations. Our communications systems are becoming more and more sophisticated and, therefore, vulnerable. Support communications must be planned for and put in place before the emergency. Amateur Radio Operators across Canada are committed to the provision of support communications. As individuals, or organized into units, amateur radio has the expertise, equipment, and willingness to establish support communications. It has been proven time and time again that amateur radio will work when all else fails. Consider the Italian and more recently the Mexican earthquakes. In both cases, the only communications after the impact phase was via amateur radio.

A support network established at the local municipal level can also provide communications on a provincial, national or international basis. The main benefit to amateur support communications at community level is the ability to establish communications very quickly wherever there is a need. A community, in time of a major emergency, will require additional or support communications at the site, for relocation centres, with hospitals, with and between other departments and agencies of the municipality.

Another source of equipment and operators that can be used as support communications network is the local General Radio Service (G.R.S.) Clubs.

If volunteers are to be used in support of emergency operations, then they must be included in the planning process. Their role and responsibilities must be clearly defined and they must be recognized under the plan. Provision will also be made to alert volunteers when an emergency has occurred and they will be instructed to remain on standby. Finally, the plan co-ordinator will assist volunteer organizations to develop an emergency procedure.

The volunteer procedure will detail how the organization will meet its commitment (method of operation) and will include an organizational chart, an alerting mechanism and a list of resources to be made available.

Industry and the private sector are both excellent sources of human and material resources. Specialized skills and equipment crucial to an effective response to certain types of emergencies can readily be found in industry or the private sector. Skills required for the handling or the transfer from one vehicle to another of a toxic chemical is an example where industry can help. An incident involving the transportation of radioactive materials or waste is another specialized field where expert guidance and monitoring equipment is needed and may be obtained from industry.

The private sector can also be a provider of human and material resources. Vehicles suitable for the transport of the handicapped or injured may be obtained from local delivery services. Taxi companies can be a source of transportation and a ready to use emergency communications network. Private flying clubs can be used for search and rescue purposes and for air transport of vitally needed supplies.

The Canadian Forces are a very tempting source of human and material resources. Military assistance should only be considered as a last resort and certainly only after all other areas of potential resources have been exhausted. Military assistance may be obtained under declared or non-declared situations. In either case, the costs involved can be significant and remain the responsibility of the municipality receiving the aid.

The Canadian Forces are becoming increasingly insistent that all possible sources of civilian resources such as municipal, provincial, and private, are used before military assistance is requested. In most cases, the Canadian Forces expect to be reimbursed for the time they are employed and for all resources expended.

There are two types of assistance available from the military, Aid to the Civil Power and Unarmed Assistance. Aid to the Civil Power is used in controlling riots or disturbances of the peace. This type of assistance involves armed military personnel who perform a police function. The military will only accept a request for Aid to the Civil Power from the Attorney General of the province concerned.

All other forms of aid from the military is known as Unarmed Assistance and may be requested by the Head of Council through the Premier or designated Minister of the Province to the Canadian Forces. To obtain assistance under emergency conditions, when time is at a premium, an initial request may be passed to the Commander of the nearest Canadian Forces Base. As soon as possible after the initial contact, a formal written request should be made through the appropriate channels.

The sharing of resources between municipalities is to be encouraged with the type of resources and conditions for their deployment set down in the form of a mutual aid agreement. This type of arrangement is common between municipal fire services and should be extended to other municipal services e.g. engineering, personnel, police etc.

It should be recognized that all requests for assistance from outside the municipality should be made by the Head of Council on the advice of the Emergency Operations Control Group. The Head of Council is the ultimate authority for action during an emergency and his or her participation and support of emergency operations is essential.

An outline of the City of Shebodan, Vital Services Directory is contained in Appendix III.

REMEMBER

> During an emergency, a resource is of value only if it can be quickly located and moved to the site where it is needed.

A resources inventory may be maintained:

Manually Automated

Human resources include anyone capable of making a contribution during the emergency response and recovery phases.

Material resources include:

Equipment Supplies Facilities

Resources are available from:

Government

Industry

Private Sector

Volunteers are as a rule:

Dedicated

Organized

Disciplined

Willing

Volunteers only require:

A Role and Responsibilities

Recognition Under the Plan

Ongoing Support

CHAPTER 5 A MODEL COMMUNITY PLAN

The Corporation of the City of Shebodan

Community Emergency Plan

FOREWORD

The City of Shebodan is fortunate in having an economy that continues to grow and expand each year. The air, rail, road, and water transportation routes, and facilities for handling and shipping manufactured goods, makes this City a highly desirable location for industry. Residential construction is moving at near peak capacity and finding it difficult to keep up with the demand. The Shebodan Planning Department projects a continuation in the economic growth of the community.

The increasing concentration of our residents and the influx of new complex industries means a much higher potential for the occurrence of a major emergency. The Provincial Government has made it clear that the responsibility for dealing with emergencies lies with the municipality. City Council takes this responsibility very seriously. It has instructed City staff to prepare a comprehensive framework within which the community will be able to effectively respond to a major emergency. The attached Community Emergency Plan is the staff's response to Council's instructions. This plan has now been approved by City Council.

All municipal officials, elected or appointed, of the City of Shebodan and all other support agencies identified in the plan must be fully conversant with their assigned emergency roles and responsibilities. Training and exercises will be conducted in order to ensure knowledge and to test the effectiveness of the Community Emergency Plan.

Richard Z. Blaton,
Mayor,
City of Shebodan

DISTRIBUTION LIST

Department/Agency	Copy No.
Mayor	1
Deputy Mayor	2
Council Members	3 - 7
City Co-ordinator	8
City Clerk	9 - 10
Finance Department	11 - 12
Fire Department	13 - 15
Health Department	16 - 17
Legal Department	18
Parks and Recreation	19 - 20
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The Corporation of the City of Shebodan
Community Emergency Plan

AMENDMENTS

Amendment Number	Date	Description	Date Entered	Initials

The Corporation of the City of Shebodan

Community Emergency Plan

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THE CORPORATION OF THE CITY OF SHEBODAN

BY-LAW NO. 146

BEING A BY-LAW RESPECTING EMERGENCY RESPONSE

WHEREAS the Emergency Plans Act, 1983, S.O. 1983, Chapter 30 provides for the preparation, adoption, and implementation of plans for emergency measures;

AND WHEREAS the Corporation of the City of Shebodan desires to adopt an emergency plan to provide for its responses to emergencies within the context and purpose of the Emergency Plans Act;

AND WHEREAS for the proper management of its emergency plan the Corporation desires to establish a committee of council to be responsible for the administration and implementation of the plan;

NOW THEREFORE the Council of the Corporation of the City of Shebodan enacts as follows:

1. The Council of the Corporation of the City of Shebodan shall appoint a Special Committee of Council on Emergency Planning at its inaugural meeting and yearly thereafter. Council wishes to recognize the previously established committee of staff known as the Emergency Planning Committee and to reaffirm the Committee's mandate related to emergency planning and response activities.

2. The Special Committee of Council on Emergency Planning shall prepare an emergency plan and update said plan annually or more often as required.

3. The said plan shall be drawn to conform to the requirements of the Emergency Plans Act of the Province.

4. The Corporation of the City of Shebodan as part of its plan and through formal agreements shall act in mutual aid with other area municipalities.

5. The existing Special Committee of Council on Emergency Planning shall be the committee established by this by-law.

6. The Community Emergency Plan of the Corporation of the City of Shebodan, being the document dated December and attached as Schedule "A" hereto is hereby adopted as the Emergency Plan of the Corporation.

7. It is the declared intention of the Council of the Corporation of the City of Shebodan that any section or part of a section of this by-law which may be subsequently held to be illegal, shall be severable from the remainder of the by-law and shall not be deemed to have persuaded or influenced the Council to pass the remainder of the by-law.

8. This by-law shall come into force and take effect on the date of passing thereof.

9. By-Law No. 51 of the Corporation of the City of Shebodan is hereby repealed.

PASSED AND GIVEN under the hands of the Mayor and Clerk under the corporation seal of the Corporation of the City of Shebodan this

(Date)

Victor C. Petty, C.A.

City Clerk

Richard Z. Blaton

Mayor

SCHEDULE "A"
TO BY-LAW NO. 146

A COMMUNITY EMERGENCY RESPONSE PLAN FOR THE CORPORATION OF THE CITY OF SHEBODAN

---

1. OBJECTIVE

To establish a general plan of action for the employment of all Municipal Services, Agencies, Boards, Commissions, and Volunteer Agencies in the event of, or the threat of a situation caused by the forces of nature, an accident, an intentional act or otherwise that constitutes a danger of major proportions to life or property, or any other type of emergency.

2. DEFINITIONS

In this Plan:

(1) **"Special Committee of Council on Emergency Planning"** means the Special Committee of Council on Emergency Planning of the Corporation of the City of Shebodan.

(2) **"Mayor"** means the Mayor as head of the Council of the Corporation of the City of Shebodan or the Acting Mayor.

(3) **"City Co-ordinator"** means the City Co-ordinator of the Corporation of the City of Shebodan or a delegated representative.

(4) **"Fire Chief"** means the Chief of the Fire Department of the Corporation of the City of Shebodan or a delegated representative.

(5) **"Chief of Police"** means the Chief of Police of the Corporation of the City of Shebodan or a delegated representative.

(6) **"Commissioner of Public Works"** means the Commissioner of Public Works of the Corporation of the City of Shebodan or a delegated representative.

(7) **"Commissioner of Parks and Recreation"** means the Commissioner of Parks and Recreation of the Corporation of the City of Shebodan or a delegated representative.

(8) **"Commissioner of Social Services"** means the Commissioner of Social Services of the Corporation of the City of Shebodan or a delegated representative.

(9) **"Commissioner of Personnel"** means the Commissioner of Personnel of the Corporation of the City of Shebodan or a delegated representative.

(10) **"Medical Officer of Health"** means the Medical Officer of Health for the Corporation of the City of Shebodan or a delegated representative.

(11) **"Public Information Officer"** means the Public Information Officer for the Corporation of the City of Shebodan or a delegated representative.

(12) **"Emergency** means a situation caused by the forces of nature, an accident, an intentional act or otherwise that constitutes a danger of major proportions to life or property.

(13) **"Corporation"** means the Corporation of the City of Shebodan.

(14) **"Emergency Operations Control Group"** means the Emergency Operations Control Group established by this Plan.

3. SPECIAL COMMITTEE OF COUNCIL ON EMERGENCY PLANNING

The Special Committee of Council on Emergency Planning shall update and revise this Community Emergency Plan from time to time in matters not affecting Corporation policy with a view to maintaining the said Plan in as current a state as possible and shall make recommendations to Council on matters related to Corporation policy.

4. EMERGENCY OPERATIONS CONTROL GROUP

(1) For the proper administration and implementation of the Community Emergency Plan, there is hereby established an Emergency Operations Control Group to be composed of the following persons:

- (a) Mayor (as Chairman)
- (b) City Co-ordinator
- (c) Fire Chief
- (d) Police Chief
- (e) Commissioner of Public Works
- (f) Commissioner of Parks and Recreation
- (g) Commissioner of Personnel
- (h) Commissioner of Social Services
- (i) Medical Officer of Health
- (j) Public Information Officer
- (k) Representatives of other departments or agencies as necessary.

(2) The Emergency Operations Control Group, under the Chairmanship of the Mayor, or Deputy Mayor, shall have and exercise the following responsibilities:

- (a) the authority and responsibility assigned by the Community Emergency Plan;

(b) the authority and responsibility for the proper administration and implementation of the Community Emergency Plan, including authority to make expenditures as the said Group deems necessary in the circumstances;

(c) to provide for the proper management and control of the corporate response to emergencies in the municipality and in other municipalities on a mutual aid basis and pursuant to the mutual aid agreements.

5. IMPLEMENTATION OF THE PLAN

In the event that the Corporation or an agency which is called upon to investigate a situation that may constitute an emergency, the following provisions shall apply:

(1) It is the responsibility of the agency which is first at the scene of an emergency to decide whether this plan should be implemented.

(2) If the size or seriousness of the emergency seems beyond the capability or responsibility of that agency, the plan shall be put into effect.

(3) The initiating agency shall contact the Chief of Police, who shall immediately notify the Mayor and other permanent members of the Emergency Operations Control Group.

(4) The Emergency Operations Control Group shall appoint from among themselves an Emergency Co-ordinator.

(5) The Emergency Co-ordinator shall be selected on the basis of the agency which is most likely to have the greatest involvement and legal responsibility in the handling of the emergency.

(6) The Emergency Co-ordinator shall decide which members of the Emergency Operations Control Group will be involved and if necessary, shall request the members of the group to meet at the scene of the emergency or at the Emergency Operations Control Centre.

(7) The Emergency Co-ordinator shall be responsible for briefing the Mayor as to the state of the emergency.

(8) Based on information supplied by the Emergency Co- ordinator, the Mayor shall decide whether or not to declare a formal emergency.

(9) If the conditions of the emergency necessitate the use of resources which are beyond the capability of the Corporation of the City of Shebodan to provide, aid shall be requested by the Mayor to the provincial government.

6. RESPONSIBILITIES OF THE MEMBERS OF THE EMERGENCY OPERATIONS CONTROL GROUP

(1) The Mayor, as head of Council, on the recommendations of the Emergency Co-ordinator, and after consultation with members of the Emergency Operations Control Group, shall:

- (a) declare and terminate the formal emergency as required;
- (b) obtain any necessary assistance through the provincial government and take such action as is necessary to minimize the effects of an emergency in the City of Shebodan;
- (c) be responsible for media releases;
- (d) maintain a log of all action taken.

(2) The Emergency Co-ordinator shall:

- (a) on being informed or becoming aware that an emergency has occurred, or is likely to occur, order all necessary municipal personnel to be placed on a standby basis and will report to the Emergency Operations Control Group;

(b) implement the Plan and co-ordinate the municipal response;

(c) liaise with other municipal departments, adjacent municipalities, and other applicable bodies;

(d) determine if municipal and private resources are adequate or if additional resources are needed;

(e) recommend to the Mayor when needed, that assistance be requested from the provincial government;

(f) provide or request mutual aid when required;

(g) appoint an agency to manage the emergency site;

(h) maintain a log of all action taken.

(3) The City Co-ordinator shall:

(a) ensure that personnel and resources identified in the Plan have been mobilized;

(b) in the event that key resources are not available, assist in arranging alternatives with the Emergency Co-ordinator;

(c) develop a tentative budget and authorize expenditures;

(d) assume the responsibility as the Emergency Operations Centre administrative co-ordinator;

(e) ensure the safety of essential records and ensure that an activity and expenditure log is maintained;

(f) assist the Mayor in the performance of his/her duties;

(g) maintain a log of all action taken.

(4) The Fire Chief shall:

(a) activate the department's emergency alert system;

(b) conduct fire-fighting operations;

(c) direct or assist rescue operations;

(d) activate the fire mutual aid system if required;

(e) designate and procure specialized equipment;

(f) maintain a log of all action taken.

(5) **The Police Chief** shall:

- (a) activate the department's emergency alert system;
- (b) control and if necessary, disperse crowds within the emergency area;
- (c) seal off the emergency area in the event such action is necessary;
- (d) control traffic to facilitate the movement of emergency vehicles;
- (e) conduct the evacuation of buildings authorized by the Emergency Operations Control Group or the Emergency Site Manager;
- (f) provide security and prevent looting of evacuated areas;
- (g) provide river, storm, and tornado watch;
- (h) provide assistance to the Coroner;
- (i) assist in search and rescue operations;
- (j) provide or request police mutual aid when required;
- (k) act as a liaison with area provincial and federal police agencies;
- (l) maintain a log of all action taken.

(6) **The Commissioner of Public Works** shall:

- (a) activate the department's emergency alert system;
- (b) provide municipal equipment and personnel as necessary;
- (c) arrange on a local basis for the procurement of special equipment, e.g. heavy duty cranes, pumps etc.;
- (d) disconnect any utilities which represent a hazard;
- (e) advise the Emergency Operations Control Group when sustained damage to structures exceed safe limits;
- (f) provide assistance in cleanup operations and repair damages where there is a municipal responsibility;
- (g) provide flashers and barricades;
- (h) provide assistance in search and rescue of trapped and injured people;
- (i) restore essential services;
- (j) provide or request mutual aid when required;

(k) act as a liaison with local and provincial utilities;

(l) maintain a log of all action taken.

(7) The Commissioner of Parks and Recreation shall:

(a) activate the department's emergency alert system;

(b) arrange short term accommodation for evacuees at recreation facilities, schools etc.;

(c) provide municipal equipment, personnel as necessary;

(d) assist in search and rescue operations as necessary;

(e) plan for and initiate social and/or recreational activities within relocation centres;

(f) maintain a log of all action taken.

(8) The Commissioner of Personnel shall:

(a) activate the department's emergency alert system;

(b) co-ordinate supply and demand of manpower;

(c) select appropriate sites for and staff emergency manpower registration centres;

(d) maintain records of manpower requests and allocations;

(e) ensure that emergency identification cards are issued;

(f) arrange transport of workers to and from the emergency site;

(g) obtain assistance if necessary from Employment and Immigration Canada;

(h) maintain a log of all action taken.

(9) The Commissioner of Social Services shall:

(a) activate the department's emergency alert system;

(b) arrange for the provision of the following:

    (1) emergency clothing
    (2) emergency feeding
    (3) emergency lodging
    (4) emergency registration and inquiry
    (5) personal services

(c) provide or request mutual aid when required;

(d) call out, direct, and co-ordinate the emergency response activities of social services related volunteer agencies;

(e) liaise with the Humane Society for the care and feeding of pets left behind by evacuees;

(f) maintain a log of all action taken.

(10) The Medical Officer of Health shall:

(a) activate the department's emergency alert system;

(b) provide and disseminate public information on any health hazards;

(c) provide for mass immunization if required;

(d) oversee water quality checks and arrange for an alternate supply of potable water;

(e) provide authority for the evacuation of buildings and area for health reasons;

(f) co-ordinate all health and medical services that may be required;

(g) act as liaison with provincial and federal health departments;

(h) maintain a log of all action taken.

(11) The Public Information Officer shall:

(a) activate the department's emergency alert system;

(b) arrange for the dissemination of special information e.g. information on health hazards as prepared by the Medical Officer of Health;

(c) schedule press conferences on a regular basis;

(d) arrange for media facilities and support at the E.O.C.;

(e) provide public relation support to the emergency site;

(f) gather information from emergency services and prepare releases for the approval of the City Co-ordinator;

(g) brief the Mayor prior to all press conferences;

(h) maintain a log of all action taken.

The responsibilities described for the members of the Emergency Operations Control Group will vary depending on the type and magnitude of the event.

7. RESPONSIBILITIES OF OTHER AGENCIES

(1) The Coroner shall:

(a) fulfill the requirements of the Coroner's Act and advise the Emergency Operations Control Group on procedures to be established.

(2) Area Hospitals shall:

(a) ensure that hospital emergency plans are activated as required.

(3) The Shebodan Ambulance Service shall:

(a) be responsible for triage and evacuation of casualties from the emergency site;

(b) ensure an even distribution of casualties to area hospitals;

(c) provide and co-ordinate all transport requirements for the movement of casualties;

(d) provide transport for and co-ordinate all hospital and related medical care facilities' evacuation;

(e) keep the Medical Officer of Health informed on a regular basis of all ambulance service activities; (f)maintain a log of all action taken.

(4) Local Industry shall:

(a) inform the police or fire of any dangerous chemicals or products that are located within the emergency area;

(b) at the request of the Emergency Operations Control Group, provide advice on the hazards, safety precautions and procedures for handling and cleanup of hazardous products;

(c) be prepared to provide an emergency response team or other manpower and material resources in support of the emergency;

(d) maintain a log of all action taken.

(5) **The Canadian Red Cross Society** shall:

(a) be called out and operate under the direction and authority of the Shebodan Commissioner of Social Services;

(b) activate the Society's emergency alert system;

(c) provide a registration and inquiry service;

(d) assist in reuniting separated family members as soon as conditions permit;

(e) provide other human and material resources as required;

(f) maintain a log of all action taken.

(6) The **Salvation Army** shall:

(a) be called out and operate under the direction and authority of the Shebodan Commissioner of Social Services;

(b) direct and co-ordinate the emergency feeding requirements for workers at the site and for victims located in reception centres;

(c) provide and co-ordinate clergy assistance;

(d) when requested, operate reception centres;

(e) provide other human and material resources as required;

(f) maintain a log of all action taken.

(7) The St. John **Ambulance** shall:

(a) be called out and operate under the direction and authority of the Commissioner of Shebodan Social Services;

(b) activate the Division's emergency alert system;

(c) establish and staff a first aid post at any reception centre established by the Social Services' Commissioner;

(d) assist as required the Shebodan Ambulance Service with casualty evacuation;

(e) provide other human and material resources as required;

(f) maintain a log of all action taken.

(8) The Boards of Education shall:

- (a) activate the Board's Emergency Plan;
- (b) provide control over school population and protection of school property;
- (c) hold student population in schools until instructed otherwise by the Emergency Operations Control Group;
- (d) make available designated schools for the reception of evacuees;
- (e) maintain a log of all action taken.

(9) The Media shall:

- (a) provide accurate and timely information to the public on the progress of emergency operations and recovery.

NOTE

It must be emphasized that By-Law 146 is only meant as a guide. The content will vary from municipality to municipality. The By-Law must be structured to accommodate the needs of each municipality and to reflect the extent of provincial involvement in the planning and response activities.

MUTUAL AID AGREEMENTS

Emergency Mutual Aid Agreement

This Agreement made the .... day of ...., between:

The City of Shebodan;
and The City of ________________;
and The Town of ________________;
and The Village of ______________.

WHEREAS the Emergency Plans Act, Bill 3, Section 6 of the Province provides that municipalities may enter into agreements for the provision of mutual assistance to deal with emergencies;

AND WHEREAS an emergency can affect any municipality to such a degree that local municipal resources would be inadequate to cope with the situation;

AND WHEREAS the above named municipalities wish to make prearrangements for speedy emergency action in support of any one municipality in the group which may be affected or threatened by an emergency and require assistance;

NOW THEREFORE, the above named municipalities agree as follows:

1. Any one of the parties to the agreement, if and when in need of help to combat an emergency, may request mutual aid from any one or more of the parties, subject to the following conditions:

    (a) Requests for aid must be made by an elected representative of the municipality concerned on behalf of the Head of Council. The request must be made to the Head of Council of the municipality whose aid is being sought.

    (b) Requests for aid shall be restricted to municipally owned equipment and municipal employees.

    (c) It is understood that the extent of aid granted will be at the discretion of each responding municipality, having regard to their own local situation at the time.

    (d) Any cost incurred in connection with the mobilization, movement and deployment of mutual aid resources, will be the responsibility of the municipality supplying these resources. Any other cost will be the financial responsibility of the municipality receiving the aid.

(e) The municipality affected (or threatened) by an emergency and calling for mutual aid, will implement its emergency plan and for the duration of emergency operations will assume direction and control over equipment and manpower contributed by other parties to this agreement.

2. This Agreement will come into force on the ___ day of _____ and will be reviewed yearly thereafter. At the time of review, changes or additions may be introduced by way of a rider which will become part of the Agreement upon ratification by all parties.

3. Any one of the participating municipalities may withdraw from this Agreement, by giving thirty days' notice of termination to the other parties. After the withdrawal of any party, the Agreement shall continue in force between the remaining parties.

In witness whereof the Municipalities have hereunto caused their Corporate Seals to be affixed, attested to by the proper officers in its behalf, the day and year first above written.

City of Shebodan ______________________________ Seal
Town of ____________ ______________________________ Seal
Village of ________ ______________________________ Seal

NOTE

The Mutual Aid Agreement illustrated here might have included other restrictions, for example, a list of eligible equipment might have been added. Other more service oriented types of agreements could also be considered. Industry might also become signatory to the agreement.

A copy of the agreement becomes part of the written plan. It might also be included in the resources manual.

EMERGENCY ALERT SYSTEM

The City of Shebodan Emergency Alert System has been designed to ensure a rapid and efficient method of alerting all members of the Emergency Operations Control Group and other selected essential response agencies.

The City of Shebodan Police Force has a communications centre which is manned twenty-four hours a day, seven days a week. In addition to staff on duty in the communications centre, there exists a telephone system including some direct lines to agencies such as Fire, Hydro, Gas, Ambulance, and University Hospital. A two-way radio network links all patrol personnel. The Provincial Police and R.C.M.P. Detachment each have a unit on the Shebodan Police frequency. For these reasons, the Shebodan City Police Force is responsible for alerting all departments, agencies, and individuals to the threat of or an emergency occurrence.

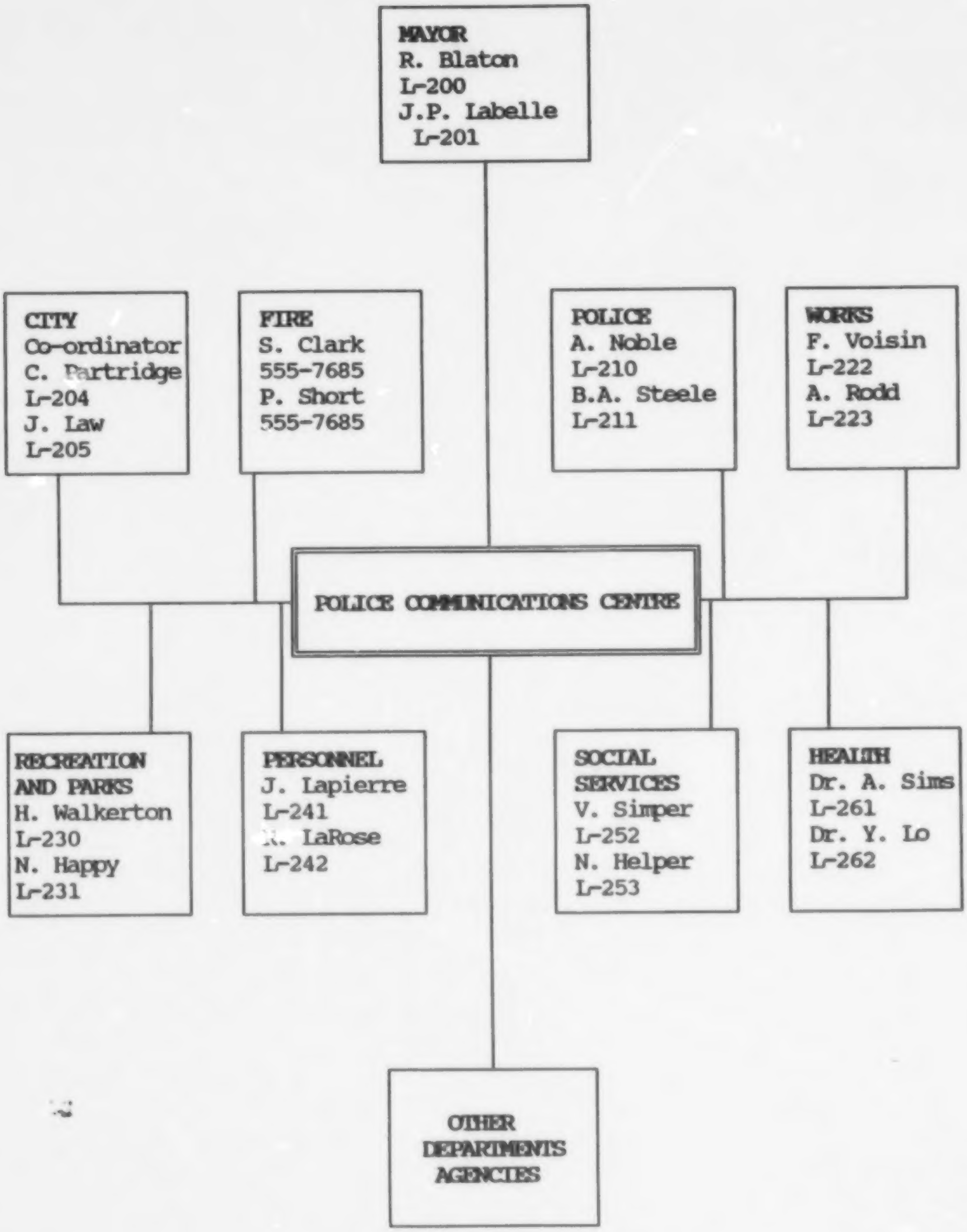
The senior officer on duty in the Shebodan Police Force Communications Centre, upon being notified of a potential major emergency, or of a major emergency having occurred, will immediately activate the Emergency Alert System. Members of the Emergency Operations Control Group will be notified according to the most up-to-date list provided. The city Co-ordinator and the Mayor shall be notified first. The following information will be passed to each member:

(a) **TYPE** and **LOCATION** of the emergency;
(b) estimate **NUMBER** of **CASUALTIES**;
(c) any other information available on the emergency.

The members of the Emergency Operations Control Group will, on receipt of the warning from the Shebodan Police Dispatcher, do the following:
(a) **ACTIVATE** the **DEPARTMENTAL ALERT SYSTEM** and remain on **STANDBY**;
(b) **REVIEW** emergency procedures and **VERIFY** the location and availability of key **RESOURCES**;
(c) await further instructions.

Corporation of the City of Shebodan

Emergency Alert Network


MAYOR
R. Blaton
L-200
J.P. Labelle
L-201
CITY
Co-ordinator
C. Partridge
L-204
J. Law
L-205
FIRE
S. Clark
555-7685
P. Short
555-7685
POLICE
A. Noble
L-210
B.A. Steele
L-211
WORKS
F. Voisin
L-222
A. Rodd
L-223
POLICE COMMUNICATIONS CENTRE
RECREATION AND PARKS
H. Walkerton
L-230
N. Happy
L-231
PERSONNEL
J. Lapierre
L-241
R. LaRose
L-242
SOCIAL SERVICES
V. Simper
L-252
N. Helper
L-253
HEALTH
Dr. A. Sims
L-261
Dr. Y. Lo
L-262
OTHER
DEPARTMENTS
AGENCIES

Emergency Telephone Numbers
Emergency Operations Control Group

All locals listed may be reached by dialing City Hall 555-9979.

	Telephone Numbers	
	Day	Night
Richard Blaton, Mayor	120-3642 L-200	125-4120
J.P. Labelle, Deputy Mayor	126-8654 L-201 (Pager 129-6234)	124-3921
C.V. Partridge, City Co-ordinator	L-204	514-7285
J. Law, Alternate	L-205	516-3495
S. Clark, Fire Chief	555-7685	124-6391
P. Short, Deputy Chief	555-7685	126-1375
A Noble, Chief of Police	L-210	125-6241
B.A. Steele, Deputy Chief	L-211	128-3914
F. Voisin, Commissioner of Works	L-222	514-6956
A. Rodd, Deputy Commissioner	L-223	126-3421
H. Walkerton, Commissioner of Recreation and Parks	L-230	515-9432
N. Happy, Deputy Commissioner	L-231	120-3190
J.P. Lapierre, Commission of Personnel	L-241	126-7381
R. LaRose, Deputy Commissioner	L-242	128-3118
V. Simper, Commissioner of Social Services	L-252	555-9351
N. Helper, Deputy Commissioner	L-253	123-1943
Dr. A. Sims, Medical Officer of Health	L-261	126-7814
Dr. A. Lo, Associate Medical Officer	L-262	128-8319
Other Departments and Agencies		
Shebodan Ambulance Service	555-7856	

Note

Shebodan Ambulance and University Hospital may also be listed as priority numbers. Other Departments and Agencies will include the Telephone Numbers for other City Departments, Utilities, Ministries, Volunteer Agencies etc.

The complete list of telephone numbers may also appear as an attachment to the Community Emergency Plan.

EMERGENCY OPERATIONS CENTRES

Primary Emergency Operations Centre

The Primary Emergency Operations Centre for the City of Shebodan is located in the Shebodan Police Force Headquarters, 10 Beal Avenue, 3rd floor.

The Operation Centre has been established as part of the Police Force training facilities. Conference Room "A", being the largest, has been designated as the operations area. A twenty pair telephone cable has been installed and telephone handsets are kept in the adjacent communications room. Map, resource and status boards have been installed. The Communications Room is fully equipped to handle all two-way radio communications including short and long range amateur radio. The Cafeteria will serve as a media holding and briefing area. Limited sleeping accommodation is available for the members of the Emergency Operations Control Group. The Centre is on the building's auxiliary power generator.

It is the responsibility of the Police Force to activate the primary Operations Centre under emergency conditions and to maintain all radio equipment.

Alternate Emergency Operations Centre

If for any reason the primary Emergency Operations Centre is not available, then the alternate Operations Centre will be used. The alternate Operations Centre is located in the Fire Department Headquarters, 1st floor, 476 Jefferson Street.

A twenty pair telephone cable has been installed. V.H.F. radio equipment is installed on the Shebodan City frequencies. The Police Force will move a portable radio unit into the Centre when required. The Shebodan Amateur Radio Club will also have amateur equipment installed when needed.

Kitchen facilities and sleeping accommodation is available. Should a power failure occur, the Fire Department will supply a portable generator for the Operations and Communications areas. Area Maps are available and chalkboards will be used for resource and status information.

The Fire Department is responsible for activating the alternate Emergency Operations Centre.

Note

Included here or as an attachment, will be Operations Centre procedures and floor plans for both primary and alternate centres. See Appendix I Emergency Operations Centre.

EMERGENCY OPERATING PROCEDURES

The By-Law assigns specific responsibilities to each department or agency of the community who under emergency conditions can make a contribution to the response and recovery phases. The purpose of Emergency Response Procedures is to elaborate on how the individual department or agency will meet those assigned responsibilities.

Operating procedures must be clear, concise, and at the same time sufficiently general to allow individuals flexibility during operations. Generally, operating procedures will comprise the following:

- a statement on the **OBJECTIVE**
- departmental or agency **RESPONSIBILITIES**
- department or agency **EMERGENCY ALERT**
- **METHOD OF OPERATIONS**
- **RESOURCES**

A restatement of the Community Emergency Plan Objective is necessary. This will ensure that staff understand that they will, under the overall umbrella of the Community Plan, be contributing as a response or support department or agency.

The responsibilities assigned in the By-Law will be listed. This is done to ensure that staff who may not have access to the Community Plan become familiar with the department's responsibilities.

The internal Emergency Alert System or who alerts who, when the alert is received from the Police Force, is explained here.

The Method of Operation details the tasks and staff assignments necessary to complement the responsibilities.

A copy of the resource list submitted for inclusion in the Vital Services Directory will be included here. This is done to ensure that staff know what resources have been committed to community emergency response.

The following is an example of an Emergency Operating Procedure:

City of Shebodan
Police Force
Emergency Operating Procedure

The City of Shebodan, under By-Law No. 146, has established a general plan of action for the employment of all Municipal Services, Agencies, Boards, Commissions, and Volunteer Agencies in the event of a major emergency. The Police Force is included as a first response agency under the by-law. The role of the Police Force is to provide security and protection to people and private property.

The responsibilities accepted by the Police Force include the following:

(a) control and if necessary, disperse crowds within the emergency area;
(b) seal off the emergency area in the event such action is necessary;
(c) control traffic to facilitate the movement of emergency vehicles;
(d) conduct the evacuation of buildings authorized by the Emergency Operations Control Group or the Emergency Site Manager;
(e) provide security and prevent looting of evacuated areas;
(f) provide river, storm, and tornado watch;
(g) provide assistance to the coroner;
(h) assist in search and rescue operations;
(i) provide or request police mutual aid when required;
(j) act as liaison with area, provincial, and federal police agencies.

In addition to the above, the Police Force will be responsible for the operational readiness of the City's primary Emergency Operations Centre.

Emergency Alert:- On receipt of a warning of a potential or real emergency, the officer receiving the call will immediately notify the senior officer in charge. The senior officer will inform the Chief, Deputy Chief, Field, and Deputy Chief Support. If necessary, the senior officer will seek confirmation of the warning received.

The Chief will report to the Emergency Operations Centre to direct and co-ordinate the police response.

The Deputy Chief, Support, will assume responsibility for police operations at the headquarters.

The Deputy Chief, Field, will assume command of police operations at the emergency site.

First Officer at the Scene:- The first officer to arrive at the scene could, depending on circumstances, be faced with what may appear to be an impossible task. It is important to realize that fixed procedures should not be imposed. In this type of situation, a senior officer must accept the judgement and common sense approach of the officer on site. That is not to say that general guidelines cannot be established. For example, a general guideline might include as priority:

(a) a quick assessment and report to the Communications Centre concerning the type of hazard, an estimate on the number of casualties, what the general situation is e.g. crowd convergence etc.;
(b) provide life saving assistance;
(c) divert traffic or keep people back;
(d) keep at least one access road open for emergency traffic;
(e) maintain radio contact with the dispatcher;

(f) if the Fire Department is already on site, the Police officer will report to the senior Fire officer present.

There are many other instructions that could be listed, however, all situations cannot be preplanned. Remember that one or two officers can only do so much, and what is needed in the early stages of an emergency is accurate information from the site.

The Communications Centre:- The Communications Centre, depending on the nature and severity of the impact, could have included in their procedure:

(a) the clearing of one radio channel for emergency traffic only;
(b) the maintenance of a log of all incoming or outgoing traffic;
(c) designating additional staff to answer telephone calls;
(d) ensure that radio equipment located in the Emergency Operations Centre is manned and operating;
(e) alert the members of the Emergency Operations Control Group.

Other Branches:- Other branches of the force will, where necessary, have their personnel assigned in support of the emergency.

Resources

Police Personnel	371
Civilian Personnel	87

Transportation

Automobiles marked	37
Automobiles unmarked	33
Motorcycles	10
Patrol Wagons, marked	2
Trucks, marked	5
Snow Plow, 1 ton, 4x4	1

Boat	1
Motorcycle Trailer	1
Boat Trailer	1

Special Equipment

Wet Suits c/w twin tank, self contained breathing apparatus and 4 spare cylinders	3
Generator unit, 2.5 k.v., c/w 3 flood lights	1
Loud Hailers, hand held	2
1/2" Cordage, 500'-0" Coils	4
Wood Pickets, 3/4" x 2" x 24" - 50 per bundle	2

CONTINGENCY PLANS

Contingency Plans are specific procedures required in order to effectively respond in the event of certain identified hazards within the community e.g. emergencies involving radioactive isotopes, chemical or petroleum spills, ice jams etc. Contingency Plans prepared in the response to a specific hazard are not unlike those plans developed by police forces in response to major crimes such as hostage taking, bomb threats, or the protection of a V.I.P. The hazard can be identified, the resource need is known, therefore, a structured response can be preplanned.

The following is one example of a contingency plan developed by the City of Shebodan in response to a chlorine gas escape:

The Corporation of the City of Shebodan
Chlorine Gas Emergency Procedure

Foreword

This Chlorine Gas Emergency Procedure was developed by the Shebodan Police Force in co-operation with senior personnel from the Patapsco River Pollution Control Centre, the Shebodan Safety Co-ordinator, the Fire Department, and the Province of Mantario Police Force.

Authority

This procedure was prepared under the authority of the City of Shebodan By-Law No. 406, and approved by Council.

Introduction

The purpose of this procedure is to establish through preplanning a means of controlling and co-ordinating:

(a) emergency service and agency response to a major chlorine gas leak at the Patapsco River Pollution Control Centre (Sewage Treatment Plant);

(b) the timely and orderly evacuation and relocation of residents, schools, and other institutions in the vicinity of the Pollution Control Centre;

(c) the co-ordination of emergency services and resources should the gas hazard spread to neighbouring municipalities.

The Pollution Control Centre, Emergency Procedure, recognizes three types of chlorine leaks classified according to the severity.

Type "A":- This covers situations involving small routine leaks which pose no corrective problems for day or night staff.

Type "B":- This will require corrective measures to be taken by more experienced plant personnel. During normal business hours, experienced personnel would be on location. After normal business hours, key personnel would have to be recalled. It should be noted that the magnitude of the leak or the seriousness of the situation would not be such as to endanger the occupants of the nearest dwellings.

Type "C":- This situation covers a major chlorine emergency, one that will require the evacuation of the Centre and nearby residents.

No action is necessary on the part of emergency services or agencies in the case of Type "A" or Type "B" chlorine leaks. It is to Type "C", a chlorine leak of major proportion, that this instruction addresses. The Pollution Control Centre has on hand from eighteen to twenty-two tons of liquid chlorine.

Method of Operation

Should a chlorine gas leak occur at the Patapsco River Pollution Control Centre, which in the opinion of the Chief Operator or senior staff could be considered a Type "C" chlorine emergency, the Chief Operator or senior staff member will inform the Shebodan Fire Department and responsible plant officials. The decision to evacuate area residents will be made jointly by the senior fire officer on site and plant officials. The Fire Department will then request the Shebodan Police Force to commence evacuation procedures as outlined in this procedure. The Police Dispatcher will notify all emergency services and agencies in accordance with Appendix I (Emergency Telephone Numbers).

Should it be deemed necessary, the provisions of By-Law No. 146 will be implemented.

An on site control and communications centre will be established in close proximity to the site. Its location will be determined at the time the evacuation order is given. Appendix III lists the possible sites where a control and communications centre may be located. The determining factor will be the wind direction.

Responsibilities

The Shebodan Fire Department shall:

(a) conduct fire-fighting operations;
(b) assist in rescue operations;
(c) activate the Fire Mutual Aid System if required;
(d) assist the plant staff with the repair of the chlorine leak.

The Shebodan Police Force shall:

(a) respond to the location designated by the Fire Department Dispatcher;
(b) control and if necessary, disperse crowds within the emergency area;
(c) seal off the emergency area and prevent unauthorized entry;
(d) control traffic to facilitate movement of emergency vehicles;
(e) conduct evacuation of buildings;
(f) provide protection of public and private property as required;

(g) advise Coroner in the event of fatalities;
(h) notify all emergency services and agencies in accordance with Appendix I.

The Shebodan Works Department shall:

(a) provide municipal equipment and personnel as necessary;
(b) arrange for the procurement of special equipment;
(c) provide flashers and barricades as needed;
(d) arrange with public utilities to disconnect any service which represents a hazard.

The Medical Officer of Health shall:

(a) co-ordinate all health and medical requirements;
(b) prepare and release to the public, information on the health hazards resulting from the emergency.

The Salvation Army shall:

(a) be responsible for the operation of any reception centre.

The St. John Ambulance shall:

(a) establish and maintain a first aid post in all designated reception centres;
(b) assume responsibility for child care and care for the elderly as required.

The Red Cross shall:

(a) establish a registration and inquiry service.

The Mantario Provincial Police shall:

(a) ensure that all traffic control points under the M.P.P. jurisdiction are manned in accordance with Appendix II; (b) co-ordinate activities with and support the Shebodan Police Force.

The Environment Canada Weather Office shall:

(a) supply all actual and forecasted meteorological information as needed;

(b) provide a mobile weather station at the site should the duration of the emergency exceed twenty-four hours.

The City Co-ordinator shall:

(a) make available support communications;

(b) act as liaison for requisitioning County, Provincial or Federal assistance;

(c) arrange for a central control facility at the site or elsewhere;

(d) arrange for the assistance from local voluntary organizations.

The Shebodan Golf and Country Club shall:

(a) supply electric golf carts at the request of the Fire Department.

Annex I
to Chlorine Gas Emergency Procedure

Emergency Telephone Numbers

The following are to be notified by the Shebodan Police Force when Type "C" emergency has been declared at the Patapsco River Pollution Control Centre.

Department/Agency	Telephone Number
City of Shebodan	
Office of the Mayor	
City Co-ordinator	
Commissioner of Works	
Commissioner of Recreation and Parks	
Safety Co-ordinator	
Shebodan Transit Co.	
Medical Officer of Health	
Volunteer Organizations	
Salvation Army	
St. John Ambulance	
Red Cross	
Shebodan Amateur Radio Club	
Shebodan Golf and Country Club	
Provincial and Federal	
Mantario Provincial Police	
Shebodan Weather Office	
Shebodan Ambulance Service	
Transport Canada, CANUTEC	
Ministry of the Environment	
Ministry of Natural Resources	

Annex II
to Chlorine Gas Emergency Procedure

Traffic Control Points

Should the evacuation order be given, the following intersections will be manned by the appropriate Police Force:

City of Shebodan Police Force
list of appropriate intersections

Mantario Provincial Police Force
list of appropriate intersections

Outbound traffic only will be permitted through these control points.

Annex III
to Chlorine Gas Emergency Procedure

Potential Control Centre Locations

The determining factor in the selection of a suitable location for a Control Centre will be the wind direction.

Schools or recreational buildings with adequate parking make excellent reception centres.

Annex IV
to Chlorine Gas Emergency Procedure

Resources

All specialized resources will be listed here and will include:

supplies of self contained breathing
apparatus, spare cylinders, golf carts
etc.

Corporation of the City of Shebodan

Vital Services Directory

See APPENDIX III at the end of this book for the City of Shebodan Vital Services Directory

CHAPTER 6 A MEANS OF SOLVING YOUR PROBLEMS

Estimate of the Situation

An estimate of the situation may be defined as an orderly and logical sequence of reasoning which ultimately leads to a viable solution to a problem. It is a systematic process for anticipating requirements, determining resources, and selecting methods of applying resources to accomplish the objective.

Why bother doing an estimate of the situation? All emergencies demand action. Therefore, the person who takes the time to do an estimate of the situation will quickly understand the problem and will be able to react in a very positive way. Failure to make a proper estimate of a situation will result in indecisiveness, improper allocation of resources, and ultimately a poor ineffective response.

Police personnel, from a constable to the chief, are making estimates of situations daily. The concept is not new and has been used by people since time immemorial as a means of understanding problems or issues and as the basis for making decisions. A constable must make an estimate of the situation each time he or she responds to a call. The constable must decide whether or not the resources on hand are sufficient and if backup will be necessary. Senior police officials, in dealing with a wide range of potential hazards, make estimates of situations before formulating and implementing their responses.

Whether making an estimate of the situation under what may be considered normal day to day situations, or under major emergency conditions, the process employed and the end result will be the same. The difference is the stress factor coupled with an unfamiliar organizational community structure under major emergency conditions. Remember that a community is not structured to deal with major emergencies. For example, the degree of co-ordination necessary when under major emergency conditions is not present and must be put in place. The needs of the community on a day to day basis are met by a number of organizations. The decisions respecting these activities are not centralized and co-ordination is haphazard, usually established along traditional lines. The basic difference is that under major emergency conditions, centralized decision making and co-ordination is necessary and must be initiated as the crisis develops.

There are those who seek information and those who have information. Bringing the two together in the initial stages of the emergency results in the basis for an estimate of the situation.

The Aim: The overall aim of any major emergency operation, irrespective of the type, remains the same. The aim is contained in the Community Emergency Plan. In the case of the City of Shebodan, the aim is:

> "to establish a plan of action for the employment of all Municipal Services, Agencies, Boards, Commissions and Volunteer Agencies in the event of, or the threat of a situation caused by the forces of nature, an accident, an intentional act or otherwise that constitutes a danger of major proportions to life or property, or any other type of emergency."

In making an estimate of the situation, the overall aim must be known and any secondary aim established must complement the overall aim. A good deal of thought is necessary in arriving at and defining the secondary aim because it must give a full picture of the desired results. Remember that the secondary aim must be within the bounds of immediate planning and in simple terms a full picture of the desired results.

All available information must receive careful consideration in order to determine the areas that are fixed and those that are not. The impact area can be considered fixed because no options or alternatives are open. The prevention of further damage through the elimination of hazards can be considered non-fixed areas because practical alternatives exist.

There will be other conditions affecting the secondary aim such as the time by which it is to be achieved, the method of operation, and the resources available.

The final point concerning the aim, plus its limitations, is that together they constitute the bones of the problem to which an answer must be given in the action plan. If the aim has limitations, the plan must satisfy them. The aim must answer the following questions:

- What have I got to do?
- Are there any limitations?

Factors:- Once the secondary aim has been established, careful consideration must be given to all factors which may affect the attainment of the aim before arriving at a plan of action. A factor may be defined as any circumstance that influences a course of events. Having decided what factors affect the plan, they should be arranged in a logical sequence.

The factors to be considered will vary with every situation, but there are a few which will dominate the others and a few that will surface in any emergency. These include:

- the cause and effects
- access
- resources

When examining the cause as a factor, consideration will also be given to:

- the disposition of the site including size;
- the location of the main impact area;
- the main and secondary effects;
- the estimate of the number of victims and casualties;
- the environmental effect.

When examining access as a factor, consideration will also be given to:

- the main access roads to and from the emergency site;
- obstacles that may prohibit their use, e.g. convergence, damaged gas mains or downed hydro lines;
- the size of the road, one, two, or three lanes etc.

When examining resources as a factor, consideration will also be given to:

- the type and quantity of resources assigned;
- estimating additional resource requirements including special manpower and equipment needs.

Deductions:- When examining each of the factors, look at each individually and see what deductions may be drawn from it. There are many ways of doing this. Some say "so what" or "therefore" after each factor. Others ask themselves "How does this affect me?" and "What can I do about it?" It does not matter what system is used provided:

- each deduction is made in relation to the aim;
- each factor is "squeezed dry" of every deduction that has a direct bearing on the aim;
- undue weight is not given the deductions from one factor that allows it to influence the estimate toward any definite course of action until all others have been studied and their combined influence has been assessed;
- the conclusions are true deductions and not assumptions.

Vague, indecisive deductions are of no use. Deductions must be clear, definite, and appropriate to the problem.

In the case of a major emergency, the estimate will be lengthy and include a large number of factors. In these circumstances, it will be useful to summarize the most important deductions. All major deductions must be included in the summary even though they may appear to contradict one another. No new deductions should be introduced, but two or three deductions may be combined into one. It can then be seen which are going to affect the possible courses of action and the plan.

Options:- Having looked at the summary of deductions, it should be clear that there are several methods of accomplishing the aim. These options or methods should now be examined and alternative courses analysed and compared. The advantages and disadvantages of each course of action are weighed and compared until it is obvious that one course of action has more advantages or fewer disadvantages than the others. This is the option that should be adopted.

The Plan:- The plan must be the logical outcome of the consideration of the relevant factors and the various options. The plan should not introduce any matter that has not been considered in the estimate. The plan must fully achieve the aim and give sufficient detail to enable people to take action.

If a sound solution to a problem is to be found, then each problem must be approached logically and systematically.

Remember the sequence:

- Aim
- Factors
- Options
- Plan

Estimate of the Situation, Format

A written estimate of the situation will normally be produced for one of two reasons:

1. The person in authority wishes to clear his or her mind of conflicting details and come to a balanced conclusion.

2. A person wishes to put their views and proposals before his or her superior, e.g. a briefing.

ESTIMATE OF THE SITUATION

BY

Name of Author

____

Name of Place
at ________________

Hour and Date
at ____________

MAPS: Details of maps or sketches used.

AIM: The exact aim of the estimate of the situation with limitations, if any.

FACTORS: Consideration of factors which affect the attainment of the aim.

OPTIONS: The options open must be discussed and a conclusion reached.

PLAN: The plan must be the logical outcome of the considerations of the relevant factors and the various options. Sufficient detail is required to enable people to act.

REMEMBER

All emergencies demand action. An Estimate of the Situation will aid in understanding the problem and arriving at a viable course of action.

The overall aim of the Community Emergency Plan must be known.

A secondary aim related to the emergency can be established and might include the need for:

- rescue
- fire fighting
- evacuation etc.

Careful consideration will be given to all factors which may affect the aim:

- the cause and effects
- access
- resources

Deductions cannot be vague, they must be:

- clear
- definite
- appropriate

Options are examined to establish alternate ways of achieving the aim.

If each problem is approached logically and systematically as outlined, the result will be a viable solution.

CHAPTER 7 CHARACTERISTICS OF MAJOR EMERGENCIES, AND MYTHS

Major Emergencies - Characteristics and Myths

In order to produce an effective Community Emergency Plan, it is necessary to understand what the physical characteristics of major emergencies are. The myths concerning individuals, services, or agencies, and their reactions to a crisis must also be understood. Under major emergency conditions, people do not always panic, act irrationally, or overnight become criminals.

The notion that the emergency impact will leave large numbers of shocked, dazed, and emotionally disorganized people unable to cope, who must have immediate assistance of all types, is simply not true. This can result in unsolicited and unnecessary resources converging on the impact area. Unsolicited resources tend to accumulate at the site, are rarely used, and contribute to an already confused and complex situation.

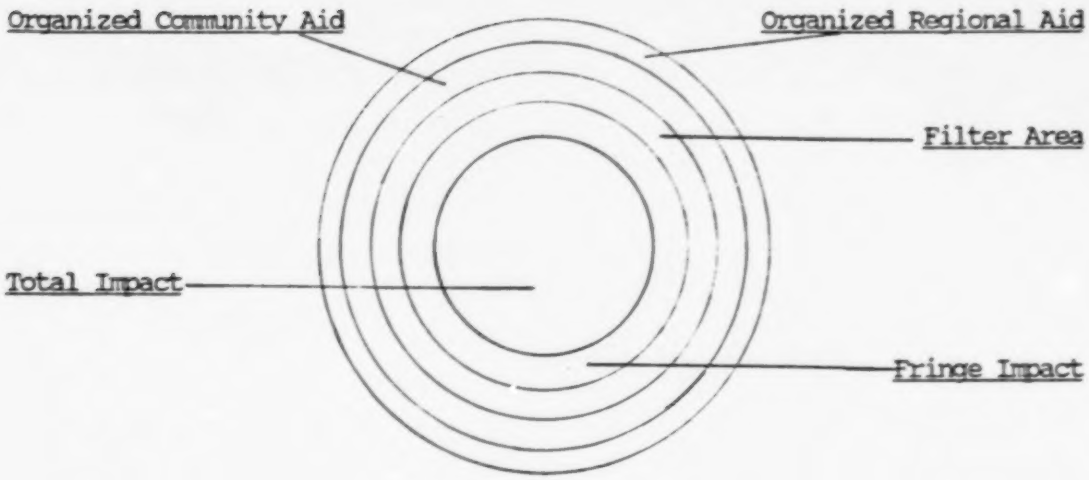
These myths will be reviewed in greater depth so as to provide the reader with a much better appreciation of just how people react during a major emergency.

Time and Space Characteristics

To analyze the behavior and functions of individuals and organizations in an emergency more readily, the area involved can be divided into zones, and the duration of the emergency into time phases. The zones may overlap, as may the time phases, but such a classification enables us to focus on particular events and to plot in an orderly manner the ways in which people react to and cope with emergencies.

Space Characteristics

The emergency area can be divided into five areas as depicted by the concentric circles in the figure below. These areas are seldom, if ever, neat and circular, and are only meant as an illustration.



Total Impact Area:- This is defined as the area which has experienced the full destructive fury of the emergency. There may not be total destruction in the area, and in some emergencies, there have been few casualties. There is, however, much more destruction as compared to adjacent areas. Moreover, the area of impact is usually fairly apparent to the victims as well as to response services and agencies.

Fringe Impact Area:- This area is defined as the area adjacent to the area of total impact. It usually has suffered only minor damage and few or no serious casualties. Some people in this area may suffer minor shock. Their first reaction is to check the welfare of their families and determine if their own property has been damaged. They may then investigate the impact area and begin rescue work. If the impact area is a continuing source of danger e.g. from fire or flooding, they will evacuate their families.

Filter Area:- This area has suffered no casualties or damage. It is typically a source of help and services as well as the area through which traffic and information must pass back and forth between the impact area and the outside world.

Organized Community Aid Area:- This will most probably involve a number of areas nearby where there are organized community resources.

Regional Aid Area:- These are distant areas in the country from which aid may be sent to alleviate the emergency.

Time Characteristics

The reaction of people in the different areas is also a function of the particular time phase (of the occurrence). Five major time phases can be distinguished:

Time Stages in Emergency

Stage	Function
1. **Pre-emergency conditions**	Determining, to some degree, the effect of response to impact.
2. **Warning**	Precautionary activity
Alert	Notification
Threat	Survival action
3. **Impact**	"Holding on"
4. **Emergency Phase**	Diagnosis of the situation and a decision on action.
Isolation	On your own
Assistance Phase	Help arrives
Stage	Function
5. **Recovery Phase**	Individual rehabilitation and readjustment, community restoration of property, andorganizational preventative measures against recurrence

Pre-emergency Phase:- This is really the period before the emergency and is included because of its importance in determining the effect of a response to the emergency. Pre-emergency conditions include such factors as the extent of emergency planning, training, and other preparations, communication facilities and the population's previous experience with emergencies. The time of day that the emergency occurs will often determine the personnel and material resources immediately available to deal with it.

Warning Phase:- This phase covers that period from the first appearance of possible danger signs to the moment of impact. It may be subdivided into an early warning or alert phase and a late warning or threat phase.

> The Alert Phase:- Typically involves vague and ambiguous signs, and partial information indicating the possibility of a disastrous event, at some time and some place. Precautionary behaviour might occur such as bringing the children home from school, closing windows, turning off electricity, and preparing to take shelter or evacuate if the danger becomes imminent. People usually react with anxious scanning and checking for further information and clarification of the situation. The warnings are likely to apply equally to those in the impact, fringe, filter, and even the community aid of emergency space.
>
> The Threat Phase:- This involves cues and information which are not ambiguous. It is usually short and is followed by impact or by an awareness that the danger has passed. Threat cues are typically an urgent indication for immediate protective and survival action.

The Impact Phase:- This is the period during which the emergency agent causes death, injury, and destruction. The force of the emergency agent is usually confined to the total impact area and people in this area are well aware that they have been hit. Some may be largely immobilized and literally "holding on", others may be frantically active as they seek shelter, trying to close doors and windows and protect family members. Impact may last for only a few seconds or minutes (e.g. explosions, tornado) or may be prolonged (e.g. windstorm, flood). People in the fringe area may also think that they have been hit and may suffer minor injuries, shock, and property damage. People in the filter area will usually know that an emergency has occurred and have a fair idea of its location. They are unlikely to suffer shock but may be somewhat breathless and excited because they realize that they were "near misses." At the time of impact, the community and regional aid areas may be largely unaware that an emergency has occurred and are seldom sure of its precise location. There is a time lag before they receive the relevant information which will enable them to mobilize their resources and move in to provide assistance.

Emergency Phase:- This phase begins at the end of impact and continues to the time when the dead have been removed, the injured cared for, secondary threats like fire and "hot" wires dealt with, and the survivors cared for with temporary shelter, food and clothing. It is the emergency period which presents the most difficult and pressing problems in a major emergency. The social system is usually disrupted and may collapse. Physical destruction may interrupt the supply of electricity and water, damage sewer systems, damage or destroy sources of food and fuels, or even damage the means by which they are transported. Injury or death may deprive the community of emergency personnel like repairmen, firemen, doctors, etc. Damage to communication facilities may prevent people from calling for or offering assistance and from otherwise co-ordinating their efforts. Deaths and injuries, and the threat of the situation, make many people turn from their jobs and responsibilities. These responsibilities between individuals and groups, together with lines of authority, tend to breakdown. The emergency phase may be subdivided into two parts.

> The Isolation Phase:- During this period the survivors are on their own. It lasts until organized and professional assistance comes in from outside the Total and Fringe Impact

Zones. This phase varies from minutes to hours and in some cases even days. The behavior of individuals during this period appears disorganized and unco-ordinated. The resulting scene may be one of apparent chaos and a great many of the survivors are engaged in purposeful behavior as they help themselves, look after family members and care for those needing assistance. The survivors often do most of the work following an emergency, albeit in an unco- ordinated, frantic, and rather inefficient manner.

The Assistance Phase:- An area struck by a major emergency is seldom completely isolated for very long. Friends, relatives, and volunteer helpers, together with emergency personnel from the outer Fringe and Filter Areas, move in rather quickly and in force. This is followed later by assistance from the community and if necessary, the Regional Aid Areas. The early help in this phase tends to be unco-ordinated. The helpers, struck by the devastation and the urgent needs of the survivors, pitch in to do something about each immediate problem they meet. Thus, they forget about their organization roles, like that of firemen and policemen, and instead rescue or attempt to rescue victims, give first aid, etc. With the arrival of organized emergency agencies and professional personnel from outside, usually from the Community Aid and Regional Aid Areas, the emergency operation becomes more orderly. Even then, it takes hours (or days) to work out some overall direction and control.

Recovery Phase:- The primary tasks in the recovery period are relief, relocation, reconstruction, and general rehabilitation. The speed with which this phase is completed depends on the extent of the emergency, the availability of money, supplies, labour, plus the adequacy of planning and organization.

The Myths

There are many misconceptions related to how people react when faced with the consequences of a major emergency. Unfortunately these preconceived images have a good deal of acceptance by officials and other individuals who have an emergency planning or response role. These preconceived myths too often find their way into the community plan and will result in incorrect decisions during emergency operations.

The popular myths of emergency behavior is usually centered around personal and social chaos. The following are some of the more popular myths.

Panic:- In the context of emergency response, panic is used to refer to uncontrolled fear motivated flight behavior, which occurs without concern for others, for alternate courses of action, or for social consequences.

People, when faced with the threat of or great danger, will panic. This takes the form of either wild flight or hysterical breakdowns. Those who do not act irrationally are often immobilized by major emergencies. The impact leaves large numbers of people dazed, shocked, and unable to cope with the realities of the impact. Perceptions like these are not factual but are constantly being reinforced by misguided emergency planners, responders, journalists, mass media presentations, and literary accounts.

Situations have occurred where persons in positions of responsibility did not evacuate an area because they were afraid of setting off a wild hysterical flight. Time, energy, and resources are sometimes spent planning on how to prevent panic because people just cannot be trusted to react in a positive and rational way. This myth not only exists but is often the basis for action.

Available research evidence suggests that most anticipated panic is not likely to materialize. People seldom flee wildly. In fact, the opposite is often more of a problem. That is, getting people to leave their homes and neighborhoods even when danger is visible.

Panic as a reaction to a major emergency has been greatly exaggerated. However, this does not mean that panic never occurs. There are certain circumstances when individuals or groups of people will panic:

- during riots or civil disturbances;
- when people perceive or believe that there is an immediate, severe, and increasing danger;
- when they perceive or believe that there are a limited number of escape routes;
- when they perceive or believe that the escape routes are closed or may be closing;
- when there is no effective leadership and a lack of sound correct information.

One example of an incident, where conditions were right and panic did occur, was the Iroquois Theatre fire in Chicago in 1903. The crowd in the theatre perceived the fire danger and when a few panicked and headed for what seemed to be a limited number of exits, there was a stampede in which 602 died. In reality, the theatre did not burn, it sustained so little damage that performances could have resumed within two days.

The Looting Myth:- This notion seems to be even more deeply ingrained in the thinking of people than the panic myth and appears to be based on Jekyll and Hyde conception of human beings. The emergency impact provides the conditions for the surfacing of anti-social behavior. Since social control may be weak or absent, deviant behavior emerges and the dazed victims in the emergency area become easy targets for looting and other forms of criminal activity. The fact of the matter is just the opposite. Looting is extremely rare and almost totally non-existent by residents of the area involved in the emergency. Such rare instances of looting that occur tend to take place after the immediate emergency period and it is often undertaken by non-local people. Sometimes minor looting that ensues is perpetrated by non-local security forces brought in to prevent it. Often the term looting is mistakenly applied to petty pilfering and souvenir hunting following an emergency. This again is typically carried out by outsiders during the late emergency or early recovery period.

There is strong evidence that widespread looting sometimes does occur in major riots. This has been particularly true of the racial riots in the U.S.A. during the past few years. The important difference to note is that in this type of emergency, the rioters and looters are the cause rather than the victims of the emergency.

Exploitation:- Experience has shown that survivors in an emergency area are not inclined to engage in exploitive behavior in the early emergency period. However, the situation becomes somewhat different later on as a variety of people from outside converge on the area (in the later Emergency Phase and Recovery Phase). Exploitation is often attempted in the form of getting relief supplies, pay, or other assistance under false pretenses. Should there be a real or rumored threat of future privation and shortages of supplies, it is likely that this kind of behavior would increase the frequency, and could develop into a black market phenomenon.

The Convergence Phenomenon

Major emergencies in North America are invariably followed by convergence which may be classified as:

- internal convergence, as survivors move en mass towards hospitals, morgues, government offices, radio and television stations, and to rescue, relief, and other treatment centres;

- external convergence, as people and supplies stream in from outside, and as communication networks are jammed with inquiries and offers of assistance.

Internal Convergence:- Very soon after an emergency occurs, internal convergence begins to create problems within the emergency area. There is movement of the injured, some under their own power, others being assisted to treatment centres, hospitals, and clinics. There is a notable tendency to go to the best known hospital or clinic and to forget about others that may be closer or more accessible. In some cases, the unknown hospital has received virtually no victims while better known facilities have been grossly overloaded. At the same time, other survivors from the Impact Area together with people from the Fringe Area descend on hospitals, police stations, communication centres, and morgues. Their purpose is to take or seek information on the whereabouts and welfare of family members, relatives, neighbors, or to simply offer assistance and to help satisfy their curiosity.

External Convergence:- External convergence may be divided into three categories, the convergence of people, material, and messages.

The people who take part in the external convergence phenomenon can be classified into the following five types according to their motives. Frequently some people have a combination of two or more of these motives.

a. The Anxious:- Those who are motivated by concern for family members, relatives, friends, neighbors, possessions, and property. Most people in this category are from the Impact Area itself with a few from the Filter and Fringe Areas. They are often obsessed with the single purpose of finding a particular person and may be quite oblivious to other problems around them.

b. The Helpers:- These wish to help the victims and assist in handling the many problems which have been created. A large proportion in this category come from the Fringe and Filter Areas adjacent to the Impact Area. Others move in from much greater distances. A proportion of the survivors assume this role after they have cared for themselves and their families.

c. The Exploiters:- Some move in from the outside with a pure selfish motive of petty pilfering, looting, souvenir hunting, or other types of exploitation.

d. The Returnees:- These are the people who wish to return to their homes.

e. The Curious:- The media and the automobile have been instrumental in getting hordes of people to converge on the scenes of emergencies throughout North America. This serves only to compound the problems for the authorities who are involved with emergency operations.

Many of the media related problems described above can and are being overcome by responsible planners and responders. It must be recognized that the media have a responsibility to report what has happened. Emergency planners and responders can help their own cause by making sure that the media receive timely and accurate information. The media should also be used to get the planner's or responder's message out to the public.

Convergence of Material:- At the same time as masses of people converge on the emergency area, a flood of materials and supplies start to arrive. A large proportion of this material is unsolicited and much of it is useless at the time. It arrives without planning and is never co-ordinated. The result is an abundance of goods, some of which are useful and some not. The main effect here appears to be to congest the area and ensure that emergency personnel spend their time and efforts sorting, distributing, or disposing of largely unwanted items.

Convergence of Messages:- The problems created by the convergence of people and material goods are compounded by an overload of messages and inquiries on communication systems. These are originated by two major sources:

a. Hundreds and possibly thousands of people send inquiries about the personal welfare of people in the area. People within the emergency area also seek to contact friends and relatives on the outside.

b. News media personnel make inquiries from the outside or descend on the emergency area and send out reports of the situation. This early news coverage is typically over-dramatic, inaccurate, and insufficiently specific which merely tends to compound the difficulty by:

   (1) triggering more and more inquires by people outside the emergency area;
   (2) putting more of the "curious" convergers on the roads leading to the area;
   (3) adversely affecting the mood and morale of the survivors;
   (4) causing hasty and erroneous decisions and actions by authorities outside the emergency area.

Organizational Response to Emergencies

Organizations outside the emergency area suffer from a lack of accurate information from within the emergency area. This situation tends to spawn an over-reaction by organizations with decisions being made based on preconceived myths and other inaccuracies. The gravest error is the belief that people and agencies within the emergency area are incapable of making their own assessments and decisions. Victims will not simply be sitting and waiting, they will be active in attending to their own needs and assisting others. Outside response agencies should take the time to assess a situation before massive and unnecessary aid is dispatched. Convergence sometimes makes it impossible to redeploy unwanted resources to another area where they may be needed.

Implications for Planning and Operations

The fact that myths are so widespread and believed, creates a set of problems which cannot be ignored, and in certain ways are as important as the demands created by the emergency impact itself. Planning has to assume that the myths themselves have to be taken into account as one factor in emergencies. Several suggestions are made here, some of which are as applicable to emergency operations as they are to emergency preplanning.

a. Warnings or other information on hazards should be given to the public and not withheld because of a fear that it may cause panic.

b. People in Emergency Impact Areas actively respond to the emergency and will not sit around waiting for assistance or to be told what to do.

c. Minimum security measures only need to be taken and massive deployment of security forces is unnecessary. Looting, exploitation, and other antisocial behaviors are rare in emergency situations.

d. Community morale is generally high immediately after a major emergency. Visits by important public officials to allay community fears are unnecessary and should be discouraged.

e. In times of major emergencies, co-ordination of response activities and control over the emergency area is essential. Co-ordination and control within the emergency area must come from within the emergency area.

REMEMBER

The people most affected by a major emergency, the victims, can be trusted to react in a positive and rational way. The victims seldom panic. They do not have time to think about looting. Exploitation generally occurs during the recovery phase.

Geographically, an emergency may be divided into five areas according to how they have or have not been affected:

Total Impact Area

Fringe Impact Area

Filter Area

Organized Community Area

Regional Aid Area

An emergency may be divided into five time phases:

Pre-emergency Phase

Warning Phase

Impact Phase

Emergency Phase

Recovery Phase

The most popular myths are:

Panic

Looting

Exploitation

Convergency may be classified as:

Internal

External

Appendix 1

THE EMERGENCY OPERATIONS CENTRE

The purpose of the Municipal Emergency Operations Centre (E.O.C.) is to provide the medium through which an emergency response can be directed and co-ordinated. Whether adopting an existing facility, or planning new construction, careful consideration must be given to the location, size, layout, and content of the E.O.C.

To understand why it is important to pre-plan all aspects of the E.O.C., it is necessary to first understand what the E.O.C. does. It has already been said that the purpose of the E.O.C. is to direct and co-ordinate. Within the context of a major emergency, direction and co-ordination is necessary for response activities in three main areas.

1. **Emergency Site:-** All activities related to response and recovery at the site of the emergency is supported by the E.O.C. All resource requirements which are beyond the normal capacity of a department to supply will be found and delivered by the E.O.C. All major decisions taken at the site will be confirmed by the E.O.C.

2. **Planning:-** The E.O.C. will develop the long range response plan (five hours plus) in support of the emergency site and the community at large.

3. **Municipality:-** The effects of the emergency will create a need for a level of resource committment that may force the curtailment of services to the unaffected areas of the municipality. The E.O.C. must maximize the use of existing resources to ensure that a level of service continues throughout the unaffected areas of the municipality.

Now that we know the function of the E.O.C., the next consideration to be investigated is who, and how many people are going to use the facility.

Now that we know the function of the E.O.C., the next consideration to be investigated is who, and how many people are going to use the facility. The Community Emergency Plan, Part 2, under the heading "Emergency Operations Control Group" (E.O.C.G.) will answer both these questions. A list of the members will be found here. In the case of the City of Shebodan, ten permanent members have been named to the E.O.C.G. When planning for the "how many", remember that most by-laws like the example cited here are open ended. This means that there are other non-permanent members who may be called upon when required.

The size of the E.O.C. will vary, depending on the population served and the complexity of the municipal structure. A small municipality might require an E.O.C. for up to five or six people. Conversely, a large metropolitan area might have a requirement to accommodate fifteen to twenty members. The City of Shebodan has a requirement of ten to fifteen members.

The Emergency Operations Centre has a number of component parts, each part designed to facilitate operations. The number and size of the components will vary, depending on the size and complexity of the municipality. The following is a suggested list of components and an explanation of their use:

1. **Operations Area:-** This is the focal point of the E.O.C. where, under emergency conditions, information is received, analyzed, strategies are conceived, and decisions taken. The management of the entire municipality is centralized in this room.

2. **Communication Centre:-** Two-way portable radios, fax machines, teletype, etc., have no place in the Operations Area. The Operations Area is a planning area and the distraction caused by the presence of communications facilities and operators will significantly reduce the effectiveness of the E.O.C.G.

The creation of a Communications Centre has the effect of channelling messages to and from a central location. The benefits of a Communications Centre include:

- control over the flow of information essential to emergency operations;
- records of all IN/OUT messages are maintained;
- trained operators ensure a more efficient use of available frequencies;
- options are available e.g. choice of frequencies to get the message out;
- from the Communications Area, new point to point radio links can be planned and activated as required;
- all radio frequencies are monitored.

3. **Media Centre:-** The Media Centre will be equipped with a public address system, telephones, desks, chairs, and typewriters. The cost of establishing a Media Centre is minimal when compared to the benefits accrued:
   - a central location for the media to gather and receive briefings from the Public Information Officer, or the Mayor;
   - the media is available to deliver your message to the public;
   - the media is less likely to want into your E.O.C.

4. **Meeting Rooms:-** There is a requirement for one or more meeting rooms that will accommodate five or six people each. These rooms will be used by members of the Emergency Operations Control Group and their staff for the purpose of planning strategies or resolving issues.

5. **Rest Area:-** This area would be reserved for the members of the E.O.C.G. Here the members would be able to obtain food and drink, or simply get away from the activities in the Operations Area.

6. **Sleeping Accommodation:-** If the emergency is going to span a long period of time, it might be advantageous to select an area for

improvised sleeping accommodation. It is not to your advantage to simply send people home, especially when shift arrangements are eight hours on, four hours off, etc.

7. **Washrooms:-** Washrooms intended for use by the members of the E.O.C.G. should be in close proximity to the Operations Area and not accessible to outsiders.

8. **Administration:-** All administrative support facilities, including photocopy services, should be in close proximity to the E.O.C.

Ideally, the Emergency Operations Centre will be located within a municipal building where trained clerical support staff is available. The economics of using a municipal building for the E.O.C. is self evident. The Operations Room is, under non-emergency conditions, a conference or training room. The Communications Centre is a dispatch centre, etc. The square foot area required for an E.O.C. can be considerable and expensive. Planning a multi-use facility is the sensible way to proceed.

Each of the following illustrations are, or have been, in use as a Municipal Emergency Operations Centre. Note that each E.O.C., new construction, or adapted, is a multi-use facility and facilitates information flow.

1 - Bay Fire Hall - E.O.C. No. 1

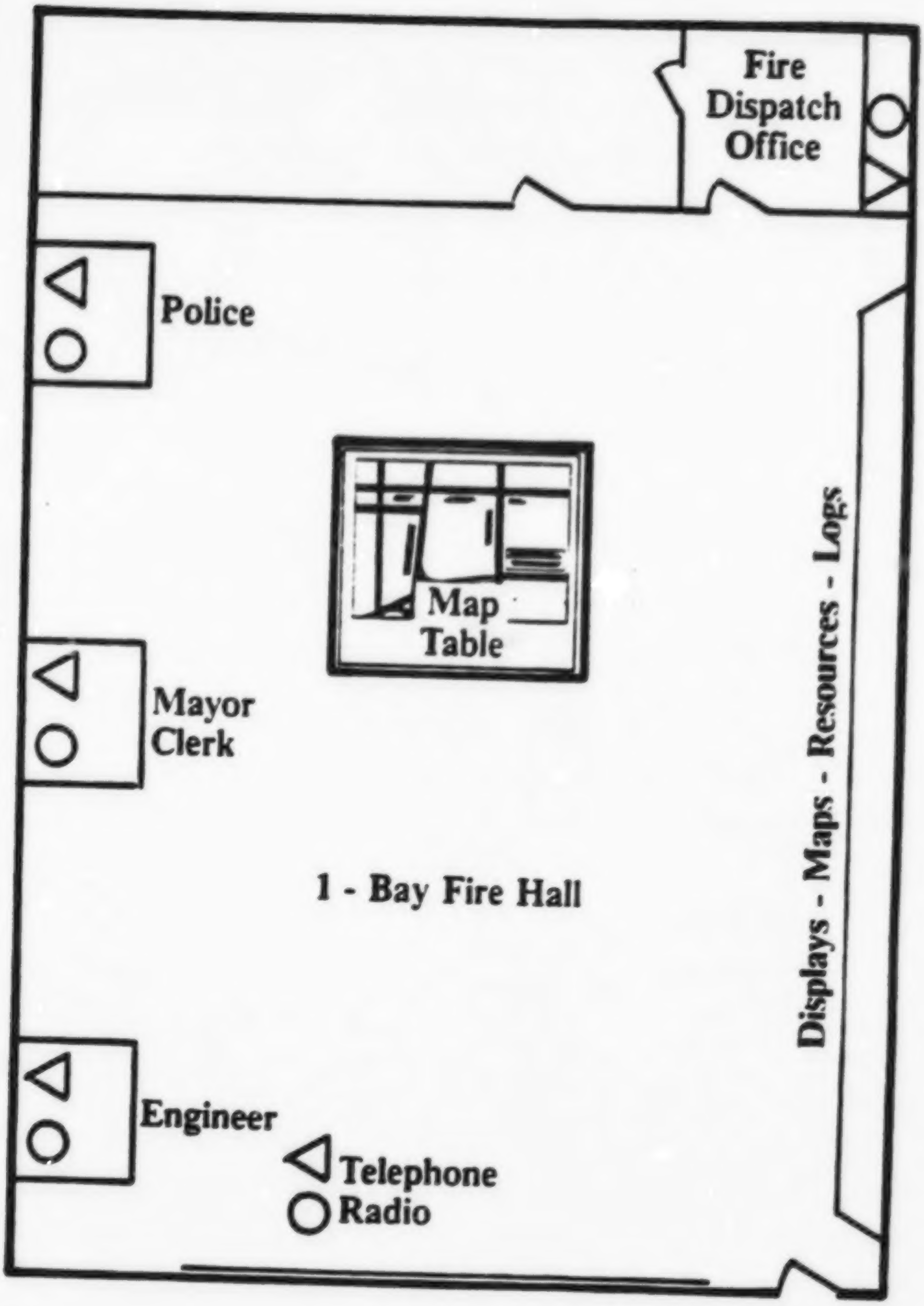
This illustration is possibly the most economical type of E.O.C., suitable for use within municipalities with populations ranging from 500 to 25,000. When an emergency occurs, the fire vehicle goes to the site and the fire hall becomes the E.O.C.

A little pre-planning is necessary to determine:

- the number and location of telephone jacks;
- antenna locations for command and support radio networks;
- the quantity and type of boards to be used for the display resources, event logs, and maps;
- type and quantity of maps.

The radios shown on the schematic can be moved into the Dispatcher's Office to create a separate Operations Room and Communications Centre.

1 Bay Fire Hall - E.O.C. No. 1


Fire
Dispatch
Office
Police
Map
Table
Mayor
Clerk
Displays - Maps - Resources - Logs
1 - Bay Fire Hall
Engineer
◁ Telephone
○ Radio

The Emergency Operations Centre No. 2

This E.O.C. is new construction, designed to function in a multi-municipal environment and serves a population in excess of 600,000.

1. **Operations Room:-** The room is 20'-0" x 22' -0" or 440 sq. ft. Six protected telephone lines have been installed with handsets stored in the communications room for each access when needed. The northeast wall is reserved for sensitive maps and activity boards. The south wall has a ceiling mounted pull down projection screen and area maps. The west wall is reserved for resources and status boards plus three protected telephone lines. The north wall is transparent and used for projecting from the communications room onto the screen located on the south wall. Two telephone jacks are also located on this wall.

2. **Communications Room:-** The communications room as illustrated is 10'-0" x 20'-0" or 200 sq. ft. A dutch door has been provided at the entrance to restrict entry. A dutch door is one that has been cut horizontally in two. This permits the lower half to remain closed while the top half can be left open to facilitate in and out message handling. As the communications room is narrow and somewhat confined, a glass wall has been installed. This creates the illusion of a much larger room and to some extent eases the pressure on those operators who may suffer from claustrophobia.

   Equipment installed in the communications room includes one protected telephone line, two way VHF radio capability on the municipal services frequencies and two radio sets, one each on the 2 meter VHF Amateur and one on the 10 to 80 HF Amateur radio frequencies. Municipal services network is considered primary communications and Amateur radio is a support facility. Other data communication systems can also be accommodated.

3. **Conference Room:-** The purpose of this room is to provide an area space away from intense activity of the operations room. Here a private telephone call can be made or small private meeting of two or three members of the E.O.C.G. can be conducted.

4. **Reception:-** Staff on duty in the reception area will provide the required degree of security. People wishing to gain entry to the operations room will have to pass through the reception area. Not all telephone calls coming into the centre need be handled by members of the E.O.C.G. These calls can be filtered off to other staff members for action if necessary.

5. **Spare Conference Room:-** This room will serve to handle any overflow from room number three or can be assigned to the media relations officer or volunteer services officer etc.

6. **Photocopy and Supplies:-** Administrative supply and photocopy service is necessary and should be accommodated close to the operations centre.

7. **Washroom:-** This is one facility that is very often overlooked in the planning stage. The benefit of having a washroom located in close proximity to the operations centre is to ensure that when nature calls, he or she does not have to face a barrage of questions from the media.

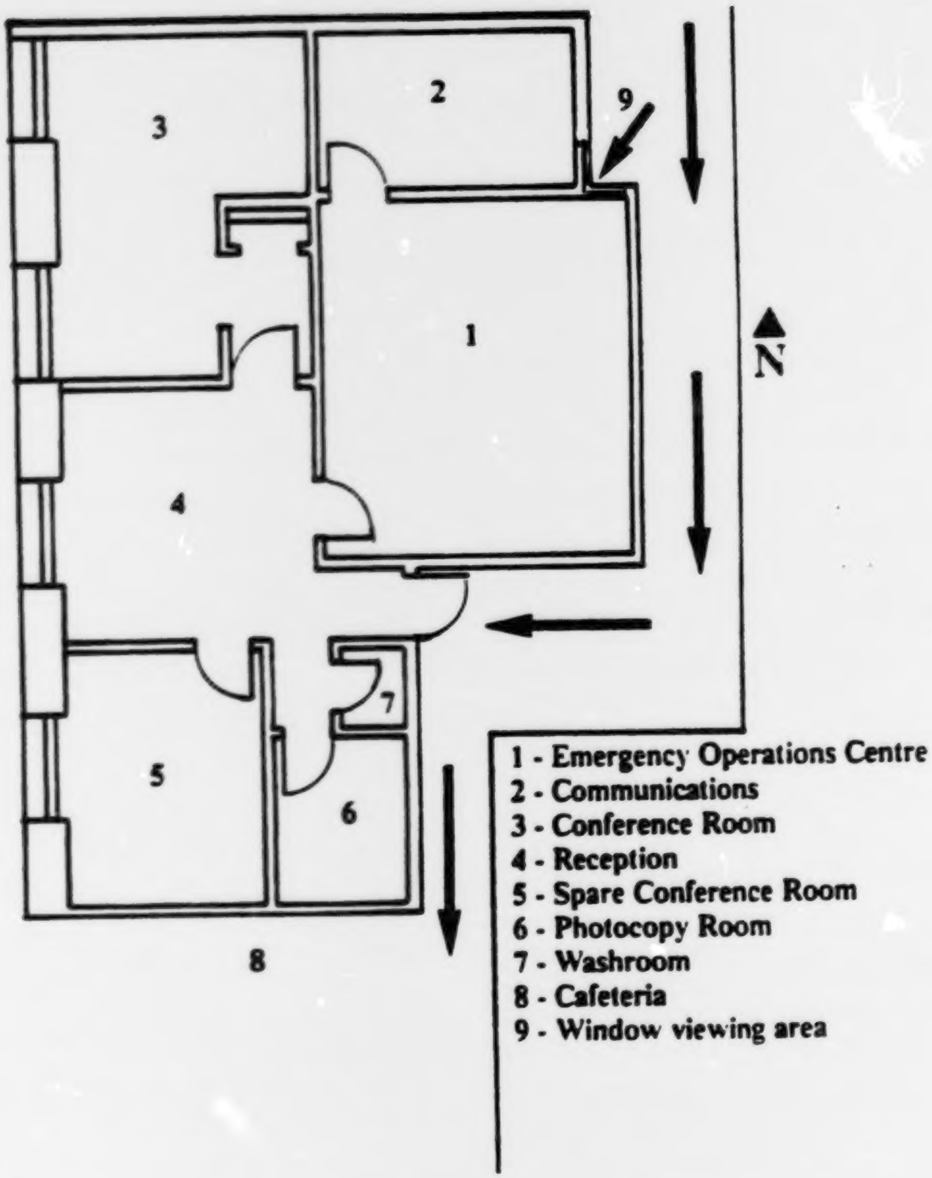
8. **Cafeteria:-** A cafeteria in close proximity to the operations centre will pay dividends. Food and drink will be accessible on a 24 hour basis. A cafeteria is an ideal location to hold regular press conferences. It provides a holding area for volunteers and others awaiting assignment.

9. **Window Viewing Area:-** This window is so designed to allow the media to record on film activities within the operations and communications centres without actually being inside. Sensitive information

recorded on charts and maps located on the east wall cannot be seen or photographed from that vantage point.

All areas of the Emergency Operations Centre is hooked into the building's auxiliary power system.

Emergency Operations Centre No. 2



1 - Emergency Operations Centre
2 - Communications
3 - Conference Room
4 - Reception
5 - Spare Conference Room
6 - Photocopy Room
7 - Washroom
8 - Cafeteria
9 - Window viewing area

Emergency Operations Centre No. 3

This E.O.C. is new construction designed for a municipality with a population of 100,000. The planning and operations area of this E.O.C. has been spread over one entire floor of the building. Note that each office or conference room has been reassigned to a member of the Emergency Operations Control Group. Antenna connections have been installed where necessary.

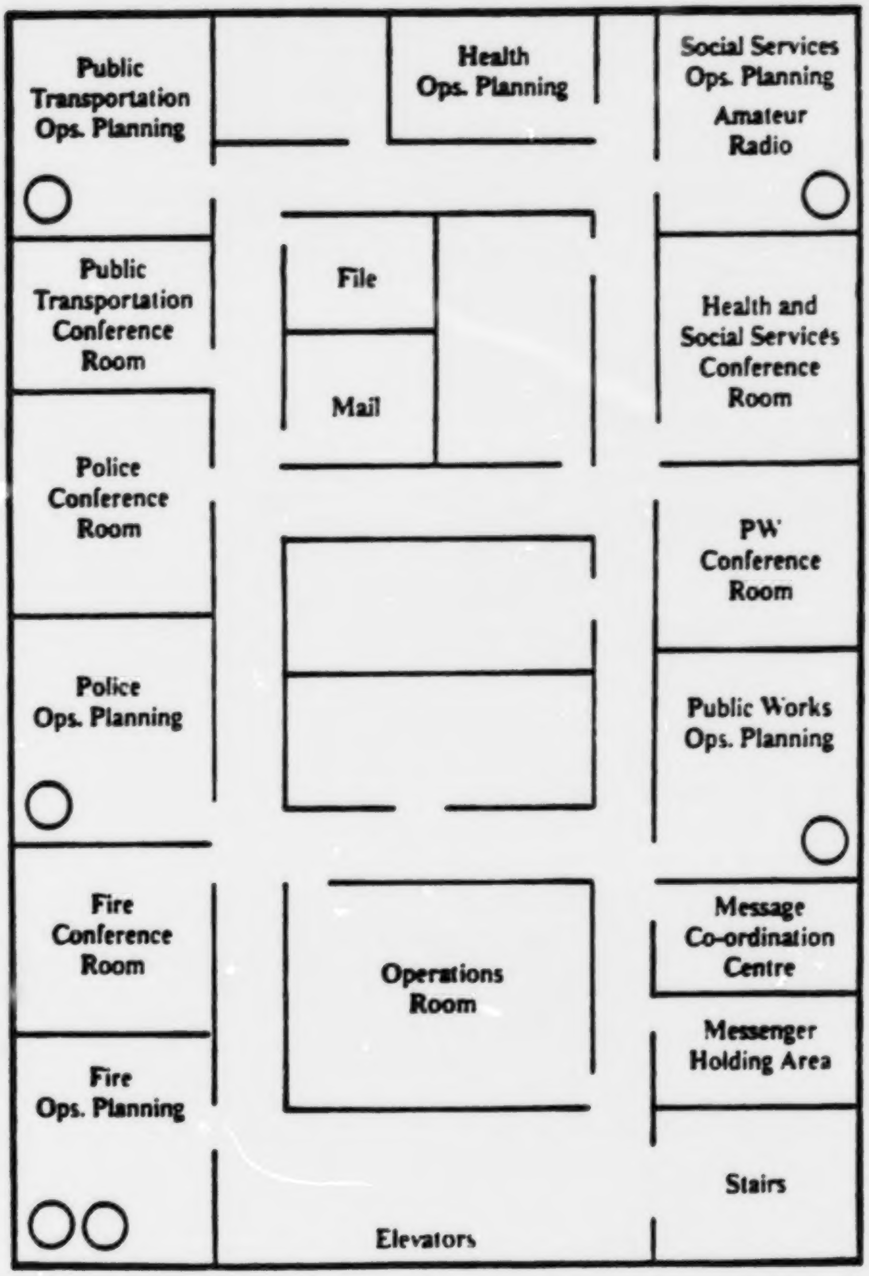
E.O.C. No. 3-A is the Operations Room shown on E.O.C. No. 3. During an emergency, the City Manager and the E.M.O. Co-ordinator are the only members in the Operations Room on a permanent basis. All other members are in the assigned office or conference areas. All members are accessible through the telephone intercom system. The members will assemble in the Operations Room on a regular basis to report the response progress and to discuss new developments.

There is no Communications Centre. There is a Message Co-ordination Centre whose purpose is to pick up and deliver messages on a continuous basis from each of the officers and conference rooms. This is accomplished by using runners to move from the Message Co-ordination Centre to each office and return.

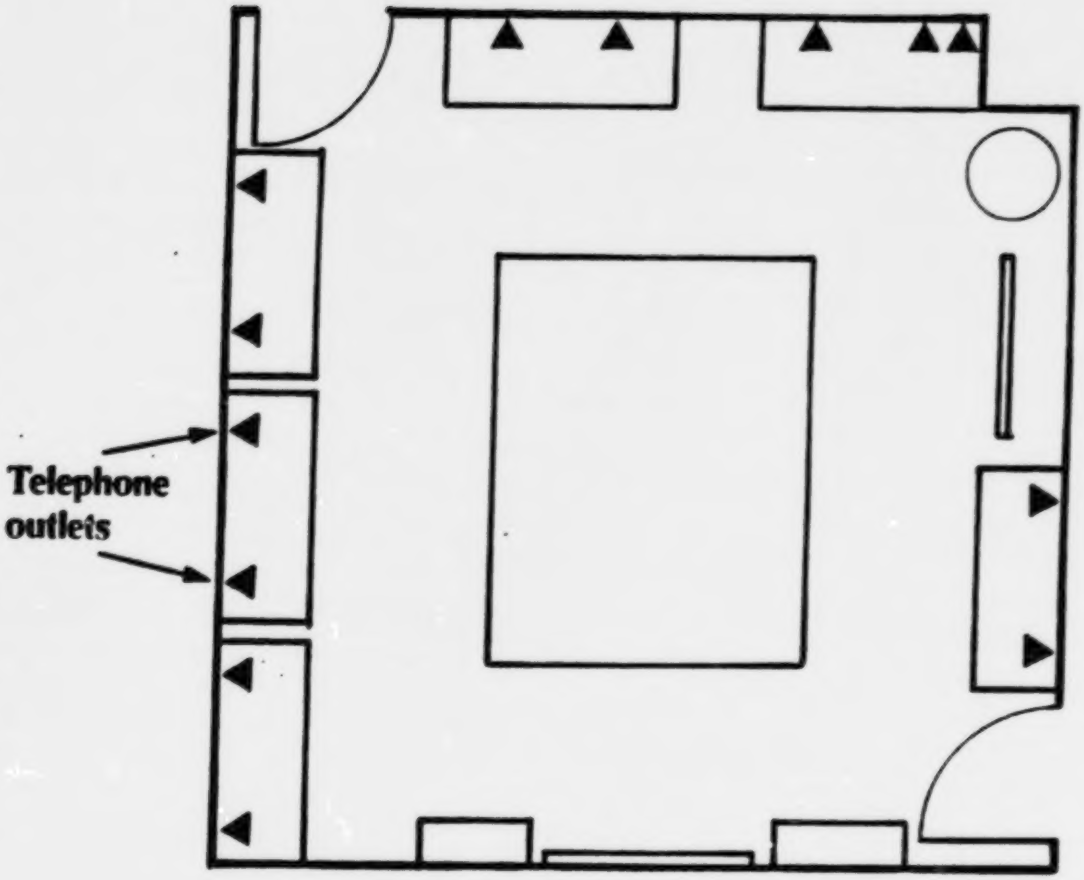
The clerical staff, who normally work on this floor, have been trained to function during an emergency as E.O.C. support staff. The entire floor is on the building's auxiliary power supply. All telephones are protected by Line Load Control.

Rest and eating areas have been arranged for on the floor above. A Media Centre has been established on the ground floor.

Emergency Operations Centre No. 3


Public Transportation Ops. Planning
Health Ops. Planning
Social Services Ops. Planning
Amateur Radio
Public Transportation Conference Room
File
Mail
Health and Social Services Conference Room
Police Conference Room
PW Conference Room
Police Ops. Planning
Public Works Ops. Planning
Fire Conference Room
Operations Room
Message Co-ordination Centre
Messenger Holding Area
Fire Ops. Planning
Stairs
Elevators

Emergency Operations Centre 3-A

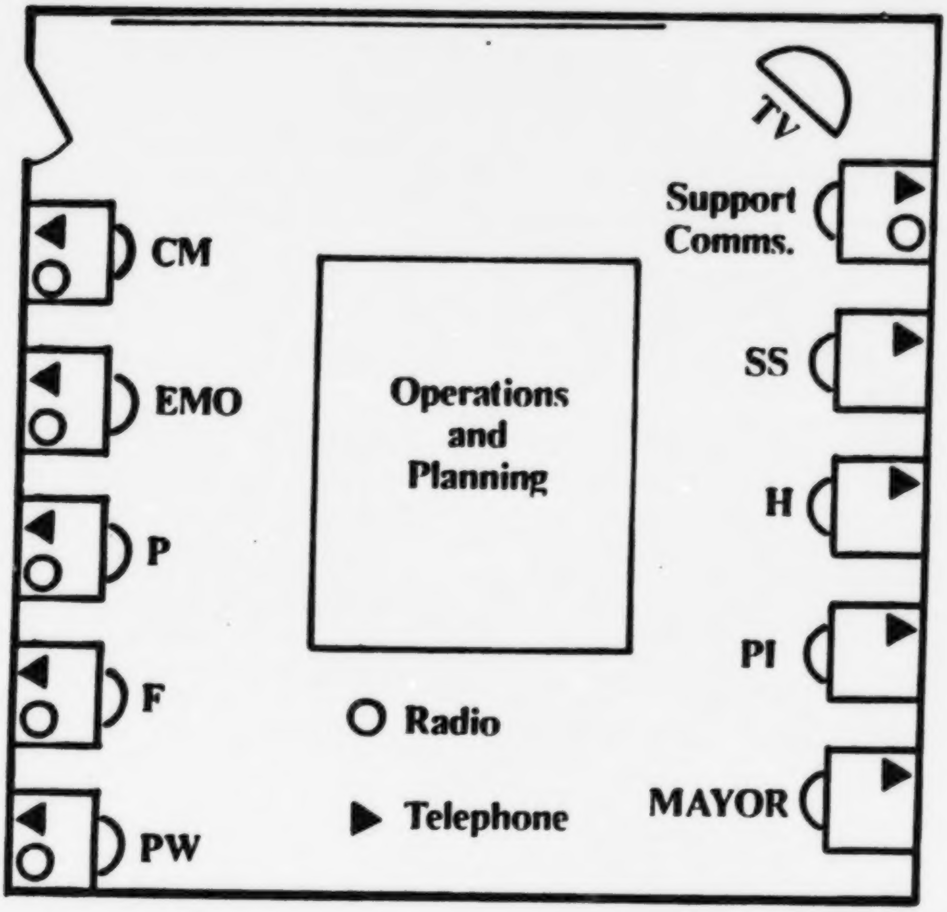

Telephone
outlets

Awesome E.O.C. No. 4

Where Emergency Operations Centres exist at the municipal level, this is the type most commonly found and the one that should be avoided. Any person who has had to work under emergency conditions can appreciate what happens here. The immediacy of the emergency is being handled, long range planning is going on, and unaffected areas of the municipality are receiving attention. While this is going on, radio operators, in an attempt to make themselves heard, are speaking louder (no earphones). The television has been turned up so the Mayor can hear what is being said. The result is noise and confusion. This is not a working environment that fosters efficiency. Generally, a person can function more or less for about one hour, after which he or she must be relieved.

With the realization that an E.O.C. is more than just one room, and with a little planning, an E.O.C. can be developed to meet the needs of your community.

Awesome Emergency Operations Centre No. 4


TV
Support
Comms.
CM
EMO
P
F
PW
SS
H
PI
MAYOR
Operations
and
Planning
○ Radio
▶ Telephone

Appendix II

City of Shebodan
Hazard Vulnerability Analysis

The City of Shebodan can trace its origin back to the late seventeen hundreds. Situated at the confluence of Green Lake, the Patapsco and Wolf Rivers, it was natural for Shebodan to become well established as an important trade centre for furs, lumber, and farm produce.

Today Shebodan is a thriving community of approximately 267,000 residents and still growing. Farming remains a significant contributor to the economy of the area with two food processing plants located there. The industrial areas of Shebodan continue to expand and diversify. The manufacture of heavy construction and farm equipment, electrical cable and prefabricated housing are but a few examples of a growing and stable economy.

Transportation corridors are necessary to any growing community. Shebodan is fortunate in having excellent air, rail, road, and water facilities within its boundaries. The airport now has fifteen outbound passenger flights daily in addition to the movement of air freight. C.N. and C.P. Railways both service Shebodan with marshalling yards and warehousing in the Harbour Industrial Park. Shebodan Trucking Company has established a terminal and warehouse just off the Trans Canada Highway at Harbour Industrial Park. The addition of two new grain elevators along the harbour front has enhanced the future for the lake freighting industry.

The potential for a major emergency event occurring sometime in the near future is growing. Shebodan is vulnerable to a variety of incidents resulting from the use, transport or storage, of dangerous and sometimes toxic chemicals. Harbour Industrial Park, with its large capacity for storage of a wide variety of products ranging from food stuffs to toxic chemicals, is another prime example. The grain elevators are at risk from both fire and explosion. A train derailment with severe life threatening effects remains a real possibility. In addition to the above, Shebodan is at different times of the year subjected to the extremes of nature. Winter and summer storms, spring flooding, and widespread power failures occur at fairly regular intervals. Natural and man-made emergencies have a way of combining to produce catastrophic effects.

Police Chief Noble headed a task force to conduct a vulnerability analysis for the City of Shebodan. The potential for major emergencies resulting from human error and of nature were evaluated. The results listed below indicate a very high potential in some areas such as the Harbour Industrial Park and a low risk in others. (Forms A & B)

The Emergency Planning Committee accepted the task force report and instructed all response agencies to adjust their emergency plans accordingly. The Special Committee of Council on Emergency Planning endorsed the Planning Committee recommendation and requested a list of contingency procedures required in response to the specific hazards identified in the analysis.

FORM "A"

COMMUNITY EMERGENCY VULNERABILITY RATINGS

Name of Community: ______________________________ Date: __________

Name: ________________________________ Position: ____________

Rate the probability of the following events occurring in this Community within the next decade. Please rate them in terms of the following six point scale by circling the appropriate number:

0 - Not applicable
1 - Not probable
2 - Low probability
3 - Moderate probability
4 - High probability
5 - Nearly certain

AVALANCHE	0	1	2	3	4	5
BLIZZARD OR MASSIVE SNOW STORM	0	1	2	3	4	5
CHEMICAL CONTAMINATION OR SPILL	0	1	2	3	4	5
DAM BREAK	0	1	2	3	4	5
DROUGHT	0	1	2	3	4	5
EARTHQUAKE	0	1	2	3	4	5
ELECTRIC POWER BLACKOUT	0	1	2	3	4	5
FLASH FLOOD	0	1	2	3	4	5
FOREST OR BRUSH FIRE	0	1	2	3	4	5
FREEZING ICE STORM	0	1	2	3	4	5
HURRICANE	0	1	2	3	4	5
MAJOR FROST AND FREEZE	0	1	2	3	4	5
MAJOR GAS MAIN BREAK	0	1	2	3	4	5
MAJOR HAIL STORM	0	1	2	3	4	5
MAJOR INDUSTRIAL EXPLOSION	0	1	2	3	4	5
MAJOR WATER MAIN BREAK	0	1	2	3	4	5
MAJOR AUTOMOBILE WRECK	0	1	2	3	4	5
METEORITE FALL	0	1	2	3	4	5
MINE DISASTER	0	1	2	3	4	5
MUD OR LANDSLIDE	0	1	2	3	4	5
OIL SPILL	0	1	2	3	4	5
PIPELINE EXPLOSION	0	1	2	3	4	5
PLANE CRASH IN COMMUNITY	0	1	2	3	4	5
RADIATION FALLOUT	0	1	2	3	4	5
RIVER FLOOD	0	1	2	3	4	5
SAND OR DUST STORM	0	1	2	3	4	5
SEVERE FOG EPISODE	0	1	2	3	4	5
SHIP DISASTER IN HARBOUR OR NEARBY COAST	0	1	2	3	4	5
SMOG EPISODE	0	1	2	3	4	5
CHEMICAL OR RADIOACTIVE WASTE DISPOSAL PROBLEM	0	1	2	3	4	5
TORNADO	0	1	2	3	4	5
TRAIN DERTAILMENT	0	1	2	3	4	5
TSUNAMI OR TIDAL WAVE	0	1	2	3	4	5
VOLCANIC ERUPTION OR FALLOUT	0	1	2	3	4	5
WATER POLLUTION	0	1	2	3	4	5
WATER SHORTAGE	0	1	2	3	4	5

FORM "B"

MUNICIPALITY ____________ COMMUNITY EMERGENCY VULNERABILITY ANALYSIS DATE ________

	RATING FOR POTENTIAL*					
POTENTIAL HAZARD	Historical (1)	Change in Conditions (2)	Effects from Other Areas (3)	Lack of Ability to Cope (4)	Sum of (1) to (4) (5)	Planning Priority (6)
Blizzard or Massive Snow Storm	3	-	-	1	4	4
River Flood	3	-1	1	2	5	3
Chemical Contamination or Spill	4	1	-	2	7	1
Electric Power Blackout	2	-	1	2	5	3
Freezing Ice Storm	2	-	-	2	4	4
Major Automobile Wreck	3	-	-	3	6	2
Tornado (Windstorm)	2	-	-	1	3	5
Train Derailment	3	-	-	2	4	4
Earthquake	-	-	-	3	3	-
Flash Flood	1	-	1	2	4	4

* Rating to be entered in column (1) is based on a scale ranging from 0 (no potential) to 5 (high potential) based on historical evidence.

Rating in column (2) is based on a scale ranging from -3 (great improvement) through 0 (no

FORM "B"

MUNICIPALITY ______________ COMMUNITY EMERGENCY VULNERABILITY ANALYSIS DATE ________

	RATING FOR POTENTIAL*					
POTENTIAL HAZARD	Historical (1)	Change in Conditions (2)	Effects from Other Areas (3)	Lack of Ability to Cope (4)	Sum of (1) to (4) (5)	Planning Priority (6)
Forest or Brush Fire	1	-	-	2	3	
Hurricane (see Tornado Windstorm)						
Major Gas Main Break	-	1	-	1	2	
Major Hail Storm	1	-	-	1	2	
Major Industrial Explosion	-	2	-	3	5	3
Major Water Main Break	1	1	-	1	3	
Oil Spill	3	-	-	1	4	4
Pipeline Explosion	-	-	-	2	2	
Plane Crash in Community	-	2	-	1	3	
Severe Fog	1	-	-	1	2	

* Rating to be entered in column (1) is based on a scale ranging from 0 (no potential) to 5 (high potential) based on historical evidence.

FORM "B"

MUNICIPALITY ____________ COMMUNITY EMERGENCY VULNERABILITY ANALYSIS DATE ________

	RATING FOR POTENTIAL*					
POTENTIAL HAZARD	Historical (1)	Change in Conditions (2)	Effects from Other Areas (3)	Lack of Ability to Cope (4)	Sum of (1) to (4) (5)	Planning Priority (6)
Ship Disaster	-	1	-	2	3	
Water Pollution	-	1	1	1	3	

* Rating to be entered in column (1) is based on a scale ranging from 0 (no potential) to 5 (high potential) based on historical evidence.

Rating in column (2) is based on a scale ranging from -3 (great improvement) through 0 (no improvement) to +3 (deterioration) from historical records.

Form "A" has served its purpose in providing the Emergency Planning Committee with a short list of potential hazards to be evaluated. The rating system 0 to 5 used on Form "A" has also established the priority or sequence for the evaluation process. It must be emphasized that Form "A" is not a hazard evaluation but rather a starting point. The evaluation of each individual hazard must now be conducted. The results of the analysis may or may not confirm priorities established on Form "A".

Form "B" has been used to record the degree of hazard assigned to each element of the analysis e.g. historical records, change in conditions etc. Column six (6) is used for the assignment of an emergency planning priority which is based on the rating for potential sum found in column five (5). In this case, the results of the vulnerability analysis did not confirm the initial findings of the Planning Committee. Initially, the Committee agreed that snow storms and river floods were the main threat whereas the actual analysis determined that the greatest hazard was from chemical contamination or spill.

Summary of Analysis:- Ratings have been assigned as per Form "B". The potential for a major emergency event occurring in Shebodan is high and can result either from nature or man-made.

The analysis has shown that the greatest threat to the city is from hazardous chemicals. Chemicals such as chlorine used at the water purification and sewage treatment plants are transported by road through Shebodan to these plants at the rate of forty tons each week. Other highly toxic, flammable or corrosive chemicals are transported by road, rail, and water. In particular, Harbour Industrial Park with its storage and terminal facilities poses the greatest threat.

The frequency of a hazardous material accident ranges from one or more minor incidents a year to one of major consequence every ten years. The duration of an incident can be for as little as a few minutes to as long as several days or weeks. It is inevitable that at sometime in the future a major incident will occur because of the volume of chemicals being transported, used, and produced in Shebodan. The effects could be harmful or injurious to humans, animals, property, and the economy.

There is also a high risk of a major traffic incident occurring within the limits of Shebodan. Periodically, under the right atmospheric conditions, a heavy fog blankets the area reducing visibility to zero. This is viewed as being the primary cause of a major traffic incident. The effects are difficult to predict and the worst scenario contemplated is one involving vehicles transporting hazardous chemicals.

Over the past ten years there has only been two minor aircraft accidents at the airport. Statistics show that air traffic in and out of Shebodan has doubled over the last five years. This upward trend is expected to continue. The Emergency Planning Committee is of the opinion that the increase in air traffic, unpredictable wind-sheer conditions, and other unknown contingencies, is sufficient to warrant a high planning priority being assigned to aircraft accidents.

Port authorities have stated that there has not been a major shipping related emergency either in port or on the lake for over the past twenty-five years. The Port Authority agrees with the Emergency Planning Committee that the enviable shipping record does not guarantee an accident free future. The new grain elevators are an indication of the increase in shipping on the Patapsco River and Green Lake. Port officials and municipal response agencies recognize the necessity for close co-operation and co-ordination of emergency plans. A high priority has been assigned to the development of an integrated emergency response procedure for the port facilities.

A vulnerability analysis for natural emergencies has been completed. Annual floods occur in Shebodan and these are sometimes aggravated by intensive rains and ice jams. Ice is a particular problem on Wolf River. Moderate flooding occurs at least once a year and major flooding once every ten to fifteen years. New land development, just to the north of Shebodan, may affect the drainage basin and may increase the probability.

Major snow and ice storms occur on a fairly regular basis with at least one major storm annually. Over the years, Shebodan municipal forces have developed a fair capability to cope with such events. The accumulation of heavy wet snow or ice on hydro cables is the main cause of cable failure resulting in power or telephone disruptions.

Shebodan has experienced severe windstorms that so far have only led to minor damage. The rating of one (1) in Column 4 indicates that there exists a fair capability for coping with such events.

The National Building Code indicates that Shebodan is situated in a Seismic Zone 2. Accordingly, although no historical data of earthquakes occurring in the city exists, that rating has been set at three (3).

The remainder of the potential hazards have been assessed and rated as shown on Form "B".

The main planning priorities for Shebodan are:

- chemicals, storage areas, or in transit which may result in fire, explosion, or toxic chemical escape;
- flooding;
- storms, summer or winter, which may result in significant property damage, telephone or power interruptions or serious traffic incidents;
- plane crash or ship emergency.

Appendix III

City of Shebodan
Vital Services Directory

INDEX

Page

Amendment Sheet
Introduction

Section I

Council and Committees

Section II

Municipal Services

Section III

General Services

The Corporation of the City of Shebodan
Vital Services Directory

AMENDMENTS

Amendment Number	Date	Description	Date Entered	Initials

Introduction

The Vital services Directory compiled by the Shebodan Police Force is detailed, structured, and logical. This directory was produced in order to provide the Emergency Operations Control Group and our emergency response agencies with a means of quickly locating needed resources in times of emergency.

Section I - Council and Committees

This section contains the list of names, addresses and phone numbers for all members of City Council, the Executive and Standing Committees. Also included in this section are members of the Board of Education, Board of Health, and the Board of Commissioners of Police.

Section II - Municipal Services

This section contains a complete list of all municipal departments, services, agencies, and their resources. Included within this section are all Provincial and Federal Government Agencies identified as having an emergency response role.

Section III - General Services

A complete listing of all industrial and private sector resources will be found in this section. Resources and services are listed alphabetically by category.

The distribution of the Vital Services Directory is limited to those agencies with a need to know. In many instances, individual home telephone numbers have been obtained on the understanding that they are for emergency use only and not for general distribution.

The Emergency Planning Committee is responsible for the ongoing accuracy of the Directory. Members of the committee are to ensure that all changes or updates to the Directory are forwarded to the Chief of Police for action.

Vital Services Directory

Section I - Executive Committee and Council

City Council

		Telephone Numbers	
		Day	Night
Mayor	*Richard Blaton 42 Crown Place	120-3642	125-4120
Aldermen			
Ward 1	*Paul G. Updyke 42 Jefferson Avenue	123-4560	124-6314
Ward 2	Audry Partical 119 Chelsea Road	124-5468	120-2198
Ward 3	*Melvin Hartzberg 676 Jackson Drive	125-6854	122-3412
Ward 4	Jean-Pierre Labelle	126-8654	124-3921
Deputy Mayor	721 Lamar Avenue	(Pager 129-6234)	
Ward 5	Carmen Lentusio 1600 Poplar Avenue	127-9876	125-2189
Ward 6	*Lilian Bartred 44 South Parkway E.	128-8967	128-8967
Ward 7	Hillary Svensen 744 Person Avenue	129-7698	121-6284
Ward 8	*Bertram Jarsinsky 196 Florida Street	121-5678	123-3172
City Clerk	Victor C. Petty C.A. 1492 Records Avenue	555-9979	129-5173
City Co-ordinator	Clyde V. Partridge 125 New Place Drive	555-9979	514-7285

Note * denotes member of the Executive Committee

Vital Services Directory

Section I - Executive Committee and Council

Members of Standing Committees and Boards will all be listed in the same way Council is and will in this instance include:

Finance Committee
Planning Committee
Civic Administration
Special Committees
Board of Commissioners of Police
Boards of Education
Separate School Boards
Board of Health

Vital Services Directory
Section II - Municipal Services

Each municipal department and agency within the City of Shebodan will be listed here along with key personnel and departmental resources. Provincial and Federal Ministries with an emergency response role will be similarly listed.

In order to illustrate how the personnel and material resources are to be recorded, the Shebodan Police Force is used as an example.

City of Shebodan
Police Force - Resources

Contact Switchboard Operator at 555-9979 and ask for Communications Duty Officer.

Chief of Police, Art Noble	local 210
Deputy Chief, Field, Benjamin A. Steele	local 211
Deputy Chief, Support, Stanislaw M. Hogg	local 212

Police Personnel	371
Civilian Personnel	87
Police Force Total Personnel	458

Transportation

Automobiles, marked	37
Automobiles, unmarked	33
Motorcycles	10
Patrol-Wagons, marked	2
Trucks, marked	5
Snowplow, 1 ton, 4 x 4	1
Boat	1
Motorcycle Trailer	1

Boat Trailer	1

Special Equipment

Wet suits c/w twin tank self contained breathing apparatus - 4 spare cylinders	3
Generator Unit 2.5 kv, c/w 3 floodlights	1
Loud Hailers, hand held	2
1/2" Cordage 500'-0" coils	4
Wood Pickets 3/4" x 2" x 24" - 50 per bundle	2

Other law enforcement agencies, provincial and federal, with jurisdiction within or in the immediate area of Shebodan should be listed after the municipal force.

The following is a suggested index to municipal, provincial, and federal departments and agencies pertaining to Section II:

Vital Services Directory
Section II - Municipal Services
Index

Ambulance Services
Boards of Education
Canadian National Railways
Canadian Pacific Railways
Employment and Immigration
Environment Canada
Finance Department
Fire Department
Legal Department
Ministry of the Environment
Ministry of Health
Ministry of Highways
Ministry of Natural Resources

National Energy Board
National Health and Welfare
Parks and Recreation
Parks Canada
Personnel Department
Planning and Development Department
Police Force (Local, Provincial and Federal)
Radiation Protection
Social Services Department
Supplies and Services Department
Transport Canada, Emergency Information Centre
Weather Bureau
Works Department

Note: This list is not all inclusive and will vary from municipality. The list may also be reorganized by level of government instead of alphabetically.

Vital Services Directory

Section III - General Services

Section III, General Services is a listing of all resources by category available within the City of Shebodan and the surrounding area. This example will only include the category and supplier. Similarly, contact people, telephone numbers, details on the quantity, type or accommodation capacity will not be included.

Accommodation

Arenas
Church Halls
Community Centres
Hotels
Mobile Homes
Motels
Schools
    Primary
    Secondary
    University
    Private
Sports Complexes
YM-YWCA

Airports

Shebodan Airport
    Air Canada
    C.P. Air
    Canada Air Freight Ltd.
    Quebec Air
    The Easy-Way Flying School
    The Private Flying Club
    Twin Blade Helicopters Ltd.

Ambulances

- Shebodan Ambulance Service
- The Private Ambulance Service
- St. John Ambulance

Blood Clinics

- Red Cross
    - Blood Donor Clinic No. 1
    - Blood Donor Clinic No. 2

Boats

- Airport Yacht Club
- Bob's Marine Sales Ltd.
- Clearview Boat Lines Ltd.
- Green Lake Marina
- Marine Supplies Col.
- Patapsco Ferry Service
- Patapsco River Freight Service

Building Supplies

- Lumber Companies
    - Home Improvement Supply Centre
    - Knotty Pine Lumber Co.
    - Plywood Unlimited
    - Wood Products Ltd.
    - Scaffolding
    - Andrew Equipment Ltd.
    - Shebodan Scaffolding Co.
    - The Scaffold Centre

Canadian Forces

Canadian Forces Base Shebodan
Militia Units
    5 Field Squadron R.C.E.
    1 Signals Regiment
    H.M.C.S. Patapsco

Canteens Mobile

Canadian Catering
Central Food Services
Bob's Mobile Canteen Service

Caterers

Government Catering Service
The Fresh Pot Catering Co.
The Leftovers Catering Co.

Communications

CN CP Telecommunications
Shebodan Telephone Co.
Radio Clubs
    Shebodan Amateur Radio Club
    The C.B. Club

Community Services

Children's Aid Society
Victorian Order of Nurses

Coroners

Senior Coroner

Dr. A.R. Day

Coroners

Dr. L.N. Thompson

Dr. S.R. Victor

Divers

Include here professional divers and equipment suppliers.

Doctors

Dr. A.Y. Jackson

Dr. A.B. Keens

Dredging Operators

Shebodan Marine Contractor

River Road Dredging Co. Ltd.

Drugstores

Shebodan Pharmacy

The Shopping Plaza Drugstore

Elevator Service

Burnside Elevator Ltd.

Otis Elevator Co.

Turnscrew Elevator Service

Electricians

A.B.C. Electric

W.R. Brown Electric

Industrial Electric

Winch Electric

Engineering Equipment

Backhoes
Bulldozers
Chain Saws
Compressors
Cranes and Shovels
Demolishers
Drilling Equipment
Dump Trucks
Floats
Front End Loaders
Flushers
Generators and LIghts
Graders
Ladders
Pumps
Sand Spreaders
Scrapers
Semi-dump Tractor Trailers
Snow Blowers
Snowplows
Sweepers
Tractor Trailers
Included here will be contractor and suppliers.

Explosives

Canadian Industries Ltd.
The Local Construction Companies

Fire Protection Services

Suppliers of foam and other fire suppression equipment and supplies.

Food Stores

Food stores and suppliers

Funeral Homes

List Funeral Homes and nearby manufacturers of related equipment and supplies.

Hardware Stores

List the large hardware stores and suppliers.

Hospitals

Richard Z. Blaton Hospital
Shebodan Private Hospital (Chronic Care Facilities)
Medical Clinics
Nursing Homes
Homes For The Aged

Interpreters

Social Agencies, Consulates, Ethnic Associations are sources of Interpreters.

News Media

Newspapers
Radio Stations
Television Stations

Oxygen Therapy

Suppliers of oxygen and related equipment for medical and industrial use.

Petroleum Services

List major petroleum companies along with their specialized equipment inventories. Be sure to include any spill cleanup vehicles and equipment.

Plumbing Suppliers

Include here companies with septic tank cleaning and cartage trucks. The vehicles, usually tankers, may also be used for pumping out ditches etc. after a chemical or oil spill.

Post Offices

Be sure to include step vans and other vehicles assigned to all substations. Step vans can be used to transport either stretcher victims or wheelchair patients.

Propane Gas

Shebodan Propane Ltd.
The Manufactured Gas Co.

Safety Equipment

Shebodan Safety Supply Co.
A good source of specialty safety equipment and supplies ranging from hard hats and medical supplies to fire and engineering related equipment.

Sandbags

The Industrial Bag Co.

Know the quantity normally held in stock and the delivery time to bring bags in from outside areas.

Sand and Gravel

Sand and Gravel Pits
Municipal and Provincial sand dump locations
Be sure to determine whether sand on hand is salted or not.

Security Forces

Canadian Core of Commissionaires
Central Guard Services
Shebodan Investigations Ltd.

Snowmobiles

Shebodan Snowmobile Dealers
Include here snowmobile associations and clubs in Shebodan and nearby communities.

Tow Trucks

Gravelle Motors
Halpenny's Garage
Inter City Towing Service

Transport

Freight
  - General moving and delivery firms
  - Milk Tankers
  - Long Distance Transporters

Refrigeration

- Refrigeration trucking firms

Passenger

- Busses, Commercial
- Busses, School
- Busses, Handicapped
- Taxi Companies
- Van clubs

Utilities

Shebodan Natural Gas Co.
Shebodan Hydro
Provincial Hydro
Shebodan Telephone Co.

Veterinarians

Shebodan Animal Hospital
Shebodan Animal Clinics
List of Veterinarians
Veterinarian Supply Firms

Voluntary Services

- Boy Scouts
- Girl Guides
- Church Organizations
    - Men's Association
    - Women's League
- Mennonites
- Kinsmen Club
- Kiwanis Club
- Lions Club
- Royal Canadian Legion

Red Cross
Salvation Army
St. John Ambulance

Welding

Shebodan Metal Works
Switzer's Welding Shop
Shebodan Oxygen Supplies

Appendix IV

ORGANIZING THE EMERGENCY SITE

The organization of the emergency site is accomplished, as a general rule, more by chance rather than design. As the need for expertise, human and material resources, is identified, they are requested through whatever means available, usually police or fire dispatcher. When resources begin arriving in ever increasing numbers, someone will realize that the site is getting congested and will establish as well as direct the resources to designated holding areas.

This type of haphazard site organization is successful only when the effects of the emergency are minimal. When faced with the magnitude of a major emergency, one that requires total community mobilization, then site management demands pre-planning.

First responders in the initial stages are saving lives, attempting to contain the problem, and assessing the severity of the emergency. Generally, fire, police, and ambulance will be on site, acting independently as per their operating procedures. Consultation between services at the site is limited, co-ordination of activities is apparent only when absolutely necessary, and planning ahead is simply not contemplated. Organized response under major emergency conditions does not begin until an Emergency Site Manager (E.S.M.) is appointed and takes up his/her position at the site.

The Emergency Site Manager can succeed in managing the emergency because he or she is the only person not directly involved with a response service, and therefore, is able to maintain an overview of the total response. Only because the E.S.M. maintains a global picture of the site is he or she able to co-ordinate response activities, establish priorities and objectives, and begin planning ahead, that is for the next four to five hours maximum.

The Emergency Site Manager, in order to succeed, must manage the site. Site management cannot be done in isolation. The E.S.M. will require:

- a static or mobile command centre;
- staff, both operational and support;
- a dedicated radio communications network with links to key site personnel and to the E.O.C.

Managing the site does not imply that response services are being told how to do their jobs. The E.S.M. will ensure that tasks are being done, that priorities established and agreed to are being implemented, and that the site is receiving adequate support from the Emergency Operations Centre (E.O.C.).

The designation by the E.S.M. and the securing of the inner and outer perimeters establishes the Emergency Site Manager's area of responsibility. All activities or occurrences within outer perimeter are the responsibility of the E.S.M. All activities or occurrences outside the outer perimeter are the responsibility of the E.O.C.

A static or mobile command centre is required by the E.S.M. and design should provide for three functional areas:

- planning area;
- operations area;
- communications.

Planning Area:- The planning area is where the E.S.M. will meet with senior personnel on site to plan ahead, develop strategies, and establish priorities. In addition, the Emergency Site Manager, along with support staff, will:

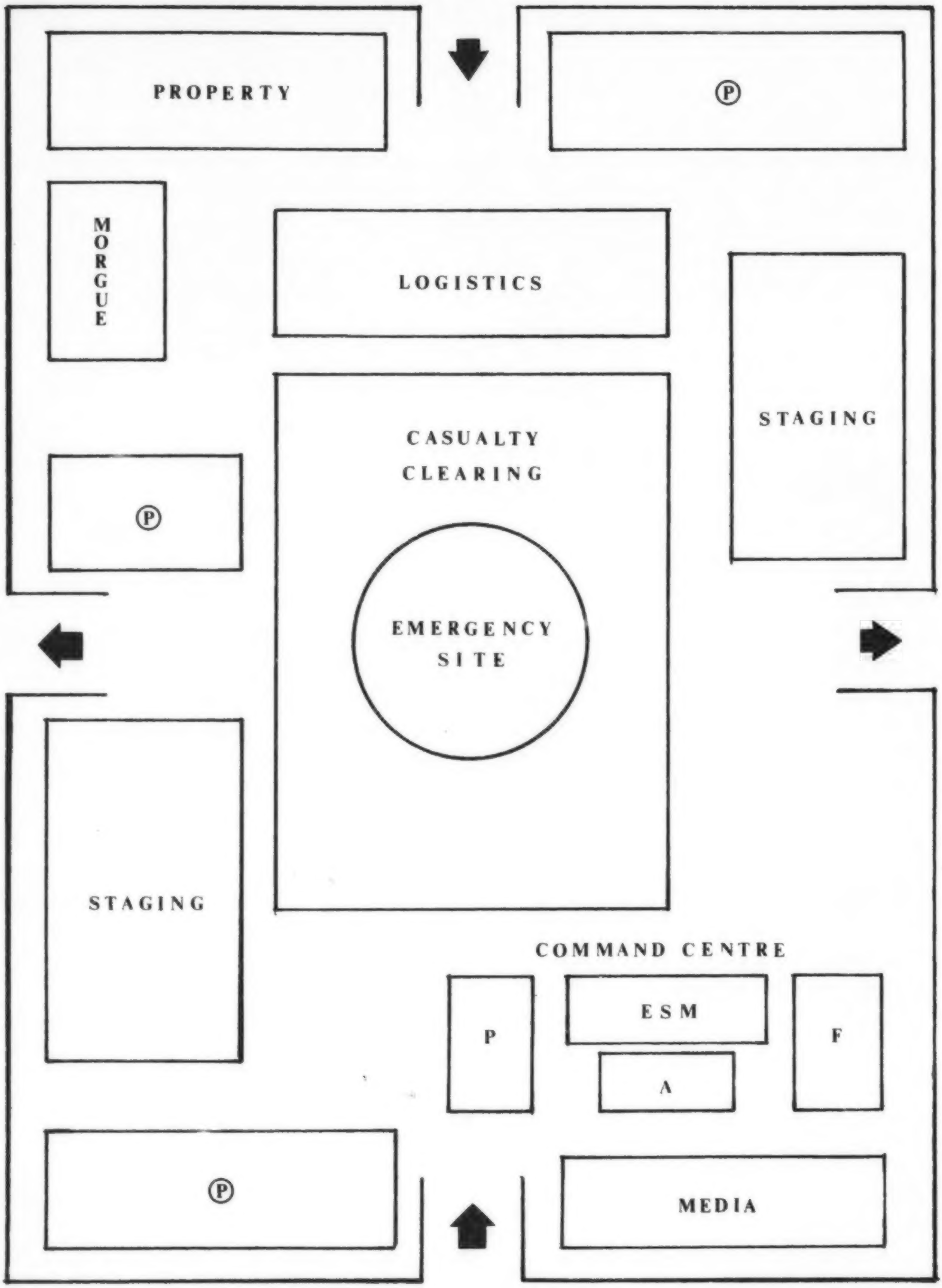
- receive and assess information from the Operations Area;
- co-ordinate response activities;
- generate progress reports for the E.O.C.;
- co-ordinate media releases with the E.O.C.;
- develop short term plans;
- plan the future site logistical requirements.

Operations Area:- The operations area is the information centre for the site. All response services at the site will be able to communicate with the Emergency Site Manager, or the E.S.M. may also communicate directly with the services. This is the one place that will keep the Emergency Site Manager informed of all activities.

The operations staff will consist of the Assistant E.S.M. and senior personnel from the fire, police, and ambulance services. Other services will be represented as is necessary. From this location, the operations staff are in direct radio contact with their service representatives, fighting the fire, directing traffic, or moving casualties. The Assistant Emergency Site Manager will keep the Emergency Site Manager informed of the situation as it develops.

Communications Area:- The communications staff will provide communications facilities for any area that has a requirement within the outer perimeters.

The following is a schematic illustrating how an emergency site can be organized. It should be noted that nothing is fixed, all is flexible, and can be adjusted to meet the circumstances generated as a result of the Emergency.


PROPERTY
Ⓟ
MORGUE
LOGISTICS
STAGING
CASUALTY CLEARING
Ⓟ
EMERGENCY SITE
STAGING
COMMAND CENTRE
P
ESM
F
A
Ⓟ
MEDIA